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Strengthening of the coordination of emergency humanitarian assistance of the United Nations

Report of the Secretary-General

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I. Introduction

1. The present report has been prepared pursuant to General Assembly resolution 46/182 of 19 December 1991, in which the Assembly requested the Secretary-General to report annually to it and to the Economic and Social Council on the coordination of humanitarian assistance, Council resolution 1995/56 of 28 July 1995, in which the Council requested the Secretary-General to submit a comprehensive report on humanitarian assistance, and subsequent resolutions.

2. The present report is also submitted in response to requests contained in Assembly resolutions 54/30 of 22 November 1999 on emergency response to disasters and 54/233 of 22 December 1999 on international cooperation on humanitarian assistance in the field of natural disasters from relief to development.

II. Coordination of humanitarian assistance, 1999-2000

A. Context

3. The past year has been marked by emergencies in which the predicted worst case scenario was far surpassed (among them East Timor, Kosovo, Mozambique and Venezuela), illustrating once again the need for effective contingency planning and a rapid-response or "surge" capacity among humanitarian agencies.

4. The number and scale of complex emergencies rose in the past year. Crises escalated or erupted in the Congo, the province of Kosovo, Yugoslavia in East Timor, in Chechnya, Russian Federation, and between Eritrea and Ethiopia. The protracted conflicts in Afghanistan, Angola, Colombia, the Democratic Republic of the Congo, Somalia, Sir Lanka and the Sudan all continued. The situation in Burundi deteriorated with the launch by the Government of a massive programme of forced relocation. The new crisis in Sierra Leone, which erupted in May 2000, will inevitably also have serious humanitarian consequences. In all of those conflicts, civilians bore the brunt of war, in many cases becoming victims of direct attacks, indiscriminate bombing, rape and sexual torture, forced relocation, other human rights violations and denial or restriction of access to humanitarian assistance.

5. On the positive side, conflicts abated and the situation stabilized in Guinea-Bissau and Congo, while the deployment of large multidimensional United Nations peacekeeping operations in East Timor and Kosovo signalled the end of open hostilities and brought significant improvements in the situation of civilians. In each case, however, humanitarian aid is still required and a long-term commitment of the United Nations system will be needed to ensure a stable peace and transition to sustainable development.

6. Natural disasters have once again wrought devastation in some of the poorest places on Earth. In Mongolia, unusually severe snowstorms wiped out hundreds of thousands of cattle, herds on which the people rely for their livelihood. The two earthquakes that struck Turkey in August and November 1999 killed some 18,000 people and injured almost 50,000 in the north-western part of the country. The cyclone in Orissa, India, resulted in the deaths of almost 10,000 people and affected over 12 million others in October 1999. The worst floods and mud slides in a century hit Venezuela in December 1999, where an estimated 25,000-40,000 were killed or reported missing. Another 600,000 people were affected by the catastrophe. In southern Africa, cyclones Eline and Gloria brought devastating flooding to parts of Botswana, Madagascar, South Africa, Zimbabwe and, most severely, Mozambique, where up to one million persons were affected.

7. As the present report was being prepared, humanitarian agencies were mounting a major response to drought in the Horn of Africa, which could threaten the lives of some 12.3 million people in Djibouti, Eritrea, Ethiopia, Kenya, Somalia, the Sudan and Uganda. In April 2000, in order to coordinate the initial response to the disaster, the Secretary-General appointed the Executive Director of the World Food Programme (WFP) Special Envoy to the region. Her mission, on behalf of the United Nations system as a whole, enabled the Emergency Relief Coordinator to establish a strong regional coordinating structure to address the situation. On her recommendation, a regional humanitarian coordinator based in Addis Ababa was appointed. In order to address longer-term issues, the Secretary-General appointed the Director-General of the Food and Agriculture Organization of the United Nations (FAO) to chair a task force on the United Nations response to long-term food security, agricultural development and related aspects in the

Horn of Africa in relation to the drought crisis. The task force will develop a comprehensive strategy to mitigate the effects of recurrent drought and achieve lasting food security in the region.

8. During the past year, international humanitarian agencies have once again been stretched to the limit in their efforts to bring timely relief to stricken communities. Within the context of the Inter-Agency Standing Committee, agencies have constantly looked for ways of ensuring a more efficient, effective and coordinated response, by working to strengthen legal and physical protection; by addressing resource constraints on assistance; by improving consistency with United Nations political and development action; and by strengthening coordination tools and activities. Those efforts require consistent support from international donors, including for the "forgotten" emergencies.

9. In this environment of severe demands on international humanitarian agencies, a steadily increasing proportion of humanitarian aid is being delivered bilaterally rather than through multilateral channels. This report argues that continued strengthening of the coordination of humanitarian assistance requires adequate resources for multilateral assistance programmes alongside essential bilateral aid. Member States are invited to reconfirm the importance of strengthening multilateral channels for humanitarian assistance.

B. Coordinated response to complex emergencies

10. This section reports on the coordinated activities of the members of the Inter-Agency Standing Committee in response to humanitarian emergencies during the past year, with special focus on those activities carried out in support of the agreed conclusions of the humanitarian affairs segment of the Economic and Social Council held in July 1999.[1]

Strengthening coordination tools

11. Improved humanitarian coordination during the past year came in part from the development of innovative approaches to coordination. Major emergencies in East Timor and Kosovo highlighted the need for flexibility and rapid response. To support the lead role of the Office of the United Nations High Commissioner for Refugees (UNHCR) in the Balkans, the Office of the Coordinator for Humanitarian Affairs of the Secretariat seconded personnel to perform coordination functions. This included help with the creation of the emergency management group in Albania and later in Kosovo the creation of an inter-agency coordination unit within UNHCR, a geographic information system (GIS)-based joint assessment project and the establishment of a humanitarian community information centre. Support to the Balkans by the Office included the establishment of the Office of the Regional Coordinator for the United Nations in the Balkans in May 1999 to coordinate all United Nations activities in the humanitarian, economic, social, environmental and human rights sectors in response to the crisis in Kosovo province and its impact on the region. In response to the crisis in East Timor, a senior humanitarian coordinator, leading an inter-agency team of specialists contributed by different Inter-Agency Standing Committee members, was immediately deployed to East Timor. This provided a critical coordination service until such time as the humanitarian component of the United Nations Transitional Administration in East Timor could be established. A similar approach was used in response to the floods in Mozambique. Within the context of the Inter-Agency Standing Committee, it will be necessary to draw lessons learned from these experiences.

12. The United Nations interdepartmental Framework for Coordination Team, consisting originally of the Department of Political Affairs, the Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs and later also the United Nations Development Programme (UNDP) and the Office of the High Commissioner for Human Rights has increased its membership to include UNHCR, the United Nations Children's Fund (UNICEF), WFP, the World Health Organization (WHO) and FAO. The aim is to support preventive action and to develop improved mechanisms for early warning, contingency planning and preparedness. Several fact-finding and contingency planning missions have been undertaken on behalf of the Framework for Coordination Team to increase the state of preparedness of United Nations country teams in the event of a humanitarian crisis.

13. In its agreed conclusions 1999/1, the Economic and Social Council requested that further work be undertaken to strengthen the consolidated appeal process in the areas of prioritization and strategic

monitoring and by the inclusion of requirements for the security of humanitarian personnel. A comprehensive review of the process was carried out between November 1999 and April 2000. The exercise was based on consultations with humanitarian coordinators, members of the Inter-Agency Standing Committee and donors. Recommendations focused on increasing flexibility, improving financial tracking and impact analysis and advocacy and marketing of appeals. Recognizing that the consolidated appeal process is a key tool for coordination of the international response to emergencies, a group of donors met in Montreux in March 2000 to contribute their perspective to the Inter-Agency Standing Committee. They agreed that more emphasis should be placed on the consolidated appeal process as a continuous year-round process of inter-agency coordination. Key components should include joint assessments, monitoring and result-based evaluation. Donors also recognized the value of their becoming increasingly engaged in the process, through informal donor consultations in the field and at headquarters, to address strategic and funding issues. They also recognized the need to create greater awareness of the significance of the consolidated appeal process within their own ministries and to address internal bureaucratic challenges to funding gaps. The meeting also recommended increased involvement of non-governmental organizations in the strategy-setting process.

14. For the first time the cost of security requirements was included in the consolidated appeals for 2000, namely, a total of $8.5 million for 10 countries and regions. As at 19 May 2000, $1,998,492 (23.5 per cent) had been pledged and/or received in response to the appeals. However, not all appeals included provision for security arrangements. It is envisaged that all future appeals will contain a comprehensive account of the security arrangements proposed and their cost.

15. Although nearly 75 per cent of the requirements in the 1999 consolidated appeals were provided for, a considerable improvement over recent years, the response to the 2000 appeals has so far been disappointing. As at 19 May 2000, the overall response stood at 26.8 per cent, in spite of efforts that have led to acknowledged improvements in the quality of the appeals.

16. To further strengthen the consolidated appeal process, work is proposed in the coming year on developing more consistent treatment of thematic issues, including the mainstreaming of gender, security of staff and the question of internal displacement. However, there also remains a need to develop more innovative approaches to mobilizing resources for the "forgotten" emergencies.

17. A number of country teams are working actively on a coordinated response to situations that fluctuate between crisis and development or where the prospects of renewed crisis are considerable. The main frameworks for such coordination are the consolidated appeal process, the United Nations development assistance framework, the World Bank's Comprehensive Development Framework and the strategic frameworks. In discussions about countries in special development situations, it is becoming important to avoid the risk of "framework overload' by clarifying and streamlining those processes. The General Assembly's appeal in 1999 for a comprehensive approach to countries in crisis should also be understood to include a comprehensive approach to coordination mechanisms.

18. The Central Emergency Revolving Fund continues to play a valuable role in enabling agencies to start emergency work, before pledged funds are actually received. Between 1 January 1999 and 24 May 2000, a total of $33,682,500 was advanced for activities in 11 countries or regions.

19. In response to the Economic and Social Council's recommendation regarding strategic monitoring, initiatives are under way with the United Nations country teams in Afghanistan and Somalia. Headquarters support to those efforts will ensure cross-fertilization of ideas, identify key lessons and propose an approach with general applicability to countries in crisis. One early conclusion is that strategic monitoring programmes are most relevant in the context of long-standing crises, where year-to-year progress can be measured against baseline data.

Consistency between humanitarian, political, human rights and development action

20. The United Nations has taken a number of steps to ensure a more coherent approach between the humanitarian, political and human rights components of the international response to particular crises, as recommended in the agreed conclusions 1999/1 of the Economic and Social Council. This section can be read

in conjunction with the report of the Secretary-General to the Council on operational activities (E/2000/46/Add.1), which also addresses the issue.

21. These steps take as their starting point the importance of a comprehensive approach to each specific conflict situation. The essential components of that approach involve at one level a partnership between the Security Council and the Economic and Social Council and at another the search for consistency between the political, humanitarian, development and human rights bodies of the United Nations system and beyond. While the Security Council promotes peaceful solutions to conflict, compliance with international humanitarian law, unimpeded access to humanitarian aid for the victims and the security of humanitarian personnel, the Economic and Social Council must strive to ensure a rational distribution of tasks. A consistent message from different intergovernmental bodies, a commitment to the coordination and leadership role of multilateral actors and above all adequate resources for carrying out the agreed tasks are required.

22. In East Timor and Kosovo that consistency has been achieved through the establishment of integrated peace operations, in which the humanitarian component or pillar has been established under the responsibility of a deputy special representative of the Secretary-General, alongside the mission components for civil administration, governance and reconstruction, the police and military forces. A United Nations development coordinator has also been appointed to ensure complementarity of efforts and to lay the ground for sustainable development.

23. In Sierra Leone, a strategic framework is being developed, that takes into account the respective roles of the political/military mission, the assistance agencies and the human rights organizations, seeking to ensure that each is able to contribute effectively to the overall goal of peace-building. However, there is concern among some organizations that the independence and impartiality of humanitarian activities could be compromised if they were to become too closely associated with the political process. Yet there remains a general understanding that the efforts of the United Nations Mission in Sierra Leone (UNAMSIL) and the humanitarian community on the ground must be seen as complementary and mutually reinforcing. Notwithstanding the events of May 2000, the Secretary-General is of the view that the strategic framework provides the opportunity to clarify the relationship between the political, humanitarian, development and human rights mandates of the United Nations, making it clear that their activities support each other, and are intended to facilitate the promotion of peace and sustainable development.

24. The humanitarian affairs segment of the Council in 1999 focused on the importance of linking relief aid to sustainable development. A major focus of the work of the Inter-Agency Standing Committee in 1999-2000 has been to implement the agreed conclusions developed in that context. Under the leadership of UNDP, an Inter-Agency Standing Committee reference group produced a detailed report identifying five major interrelated areas or "gaps" affecting post-conflict reintegration and rehabilitation operations. These relate to the inadequacy of national capacities; the political priorities of bilateral donors; unsynchronized transitional funding; the planning and programming of transitional activities by agencies; and inadequate efforts to reach agreements based on common strategic objectives.

25. Guided by the findings of the report, four countries were identified by the Reference Group, based on their varying levels of post-conflict funding and on their different coordination structures, namely, Azerbaijan, Bosnia and Herzegovina, the Congo and Somalia. Inter-agency missions took place during April and May 2000 to those countries in order to identify creative and practical solutions to the problems associated with post-conflict transitions and relief to development linkages. Donors participated in some of these missions through the Organisation of Economic Cooperation and Development Assistance Committee Task Force. It is foreseen that the missions will lead to the development of comprehensive guidelines tailored to post-conflict crisis situations that will address shortcomings in coordination and funding mechanisms in a practical manner.

26. While the Inter-Agency Standing Committee process has focused on the operational aspects of post-conflict reintegration, participants in the Brookings Round Table organized by UNHCR and the World Bank in Paris on 7 July 1999, in collaboration with UNDP and the donor community, are making efforts to address the financial and institutional constraints that have characterized transitional or post-conflict situations. The initial focus is on Sierra Leone and the neighbouring countries of Guinea and Liberia, which

will serve as a pilot case for support from participants at the Round Table. Unfortunately, the crisis in Sierra Leone that began in May 2000 has jeopardized the peace-building process. Intensified efforts by the international community are likely to be all the more necessary once the peace process is able to resume.

27. Disarmament, demobilization and rehabilitation programmes are generally directly linked to a successful peace process as they can provide the requisite level of security necessary for the successful transition from emergency situations to sustainable peace. The Executive Committee for Humanitarian Affairs is finalizing a paper with particular focus on the assignment of responsibilities in such efforts. However, several programmes continue to face constraints owing to shortages of resources for the reintegration of demobilized soldiers.

28. Another major development in post-conflict efforts is the growing use by the Security Council of peace-building support offices, such as those in Liberia and Guinea-Bissau, which constitute an important commitment to sustaining the process of peace implementation and the fundamental task of transition. However, the success of the peace-building support offices is constrained by lack of funding, not so much for the offices themselves as for the transitional programmes undertaken by operational agencies that the offices are designed to support.

29. Indeed, a continuing major constraint in overall transitional efforts is the lack of progress made by Member States regarding the agreed conclusions on transitional funding. In that context, efforts by the United Nations to coordinate programming and funding requests have not been matched by more timely funding. For example, in East Timor, notwithstanding joint presentations of emergency and recovery funding needs, efforts continue to be hampered by inadequate resources and slow disbursement of funds. A similar situation exists in Kosovo. In Sierra Leone, slow disbursement of funds for demobilization inevitably led to delays in the process of disarming fighters.

30. In the specific context of the Balkans, a number of arrangements are in place to ensure a coordinated and comprehensive approach by the United Nations and other interested partners in planning the transition from humanitarian emergency assistance to rehabilitation and reconstruction in the Balkans, as called for in the 1999 agreed conclusions. The Administrator of UNDP presented an update on the strengthening of the coordinated transition process in the Balkans during a briefing open to all Member States on 9 February 2000.

31. The United Nations consolidated inter-agency appeal for the south-eastern Europe humanitarian operation promotes an integrated regional approach that supports the resolution of local crises and the stabilization of the broader region. That approach is also consistent with the European Union initiative to promote democracy, economic prosperity, stabilization and regional cooperation under the stability pact for south-eastern Europe. The United Nations also participates fully in the overall donor coordination processes led by the World Bank and the European Commission and in other established mechanisms for south-eastern Europe such as the UNHCR-led Humanitarian Issues Working Group, now affiliated with the stability pact process.

Protection of civilians in armed conflict

32. A major element of the Inter-Agency Standing Committee's work in the past year has been to work to strengthen both legal and physical protection for civilians caught up in situations of armed conflict. In September 1999, the Secretary-General submitted to the Security Council a report on the protection of civilians in armed conflict (S/1999/957), which contained 40 recommendations intended to improve the situation of civilian victims of armed conflict. Subsequently, the report was transmitted to the General Assembly (A/54/619). The Security Council established an expert working group to review the recommendations relating to the physical protection of civilians. On 19 April 2000, the Council adopted resolution 1296 (2000), complementing resolution 1265 (1999) of 17 September 1999. In those resolutions, the Security Council confirmed its responsibility to seek to ensure the protection of civilians in armed conflict and identified a number of options for action that it has agreed to consider in specific situations where the lives of civilians are threatened. Additionally in its resolution 1261 (1999) of 25 August 1999, the Security Council undertook to give special attention to the protection, welfare and rights of children when taking action to promote peace and security. Those resolutions constitute a significant milestone in the humanitarian community's long-standing efforts to ensure that the political causes of

humanitarian crises are addressed through political action.

33. Enhancing the protection of civilians in armed conflict is a multi-faceted task, requiring cooperation between many parties on a wide range of issues. One of the most important is the effort to bring war criminals to justice. In its agreed conclusions 1999/1, the Economic and Social Council urged Member States to sign and ratify the Rome Statute of the International Criminal Court.[2] As at 30 April 2000, 95 States had signed the Statute, while only 8 had ratified it. In view of the important successes achieved by the International Tribunals for Rwanda and the Former Yugoslavia in bringing war criminals to justice, the Council may wish to urge Member States to accelerate the process of ratification of the Rome Statute, so that the Court may be established in the shortest possible time and begin to respond to war crimes committed in other conflicts, ensuing universality in the application of legal protection. Member States that have not yet signed the Statute may wish to take advantage of the Millennium Assembly to do so.

34. While seeking to strengthen the laws and norms for protection, humanitarian agencies have been witnesses in the past year to serious violations of human rights in most of the countries in which they seek to deliver humanitarian assistance. Civilians have been deliberately targeted for attacks, abducted, raped, forcibly relocated or denied access to assistance in Afghanistan, Angola, Burundi, Chechnya, Colombia, the Congo, the Democratic Republic of the Congo, East Timor, Kosovo, Sierra Leone and the Sudan.

35. To bring help to the victims, humanitarian organizations have recognized that a range of different strategies may be appropriate, depending on the precise circumstances. In Angola, following a mission mandated by the Secretary-General, the Emergency Relief Coordinator initiated an urgent review of coordination arrangements, which led to a number of initiatives by the Humanitarian Coordinator and the agencies to strengthen support to the internally displaced. As regards Burundi, the Inter-Agency Standing Committee issued a statement in February 2000 urging the Government immediately to commence dismantlement of the relocation sites to which 340,000 people had been forcibly moved since September 1999. At the request of the Committee, the Representative of the Secretary-General for Internally Displaced Persons undertook an urgent mission to the country to urge the authorities to dismantle the *regroupement* camps. The process of dismantling the camps was in fact initiated during the Representative's mission. In relation to the situation in Chechnya, the Secretary-General requested the United Nations High Commissioner for Refugees to undertake a mission as his Special Envoy to seek improvements in the overall humanitarian situation in the northern Caucasus.

36. In addition, the Inter-Agency Standing Committee recognized that humanitarian agencies, while maintaining a strict distinction between their role and the role of human rights organizations, should nevertheless implement their humanitarian activities in ways that will help to protect the human rights of victims of conflict. The Committee's Reference Group on Humanitarian Action and Human Rights has therefore initiated a study aimed at identifying examples of good practice, which will be published in the form of a field practices manual.

Access, principles of engagement and security of personnel

37. In its work in support of stronger protection frameworks, the Inter-Agency Standing Committee has sought to tackle specific constraints to the delivery of humanitarian assistance. Key problems include denial or restriction of access and lack of security for personnel.

38. The availability of secure access to those in need of humanitarian assistance, under conditions consistent with the provisions of international humanitarian law and with the principles contained in General Assembly resolution 46/182, is an essential precondition for successful humanitarian operations. The importance of safe and unimpeded access both of targeted vulnerable civilians to humanitarian assistance and of humanitarian staff to those affected groups cannot be over-emphasized. The negotiation of access may often be facilitated if all parties to the conflict agree with the humanitarian organizations on the conditions under which that access is to be granted. For example, in Somalia "ground rules" are being developed that would formalize the understanding between warring parties on the one hand and humanitarian organizations on the other regarding the conditions under which humanitarian aid would be delivered. In relation to *regroupement* camps in Burundi, the Inter-Agency Standing Committee endorsed a clear policy on the conditions under which humanitarian agencies would

provide assistance. Such agreements continue to provide a platform for humanitarian action in the Democratic Republic of the Congo, Sierra Leone, the Sudan and elsewhere. However, it must be recognized that those rules do not always translate into improved access to beneficiaries and that parties to those conflicts need to be continuously engaged in order to ensure that access is sustained.

39. The safety of humanitarian personnel is another precondition for effective humanitarian operations. Since 1992, 184 staff members of the United Nations have lost their lives. In the last year alone, 17 United Nations staff met with violent deaths during the course of their duties, culminating in the deliberate murder of 2 humanitarian staff in Burundi in October 1999. In its agreed conclusions 1999/1, the Economic and Social Council called on all parties to take measures to ensure the safety and security of all humanitarian personnel. In its resolution 54/192 of 17 December 1999, the General Assembly recognized the responsibility of States to ensure the safety of humanitarian personnel and recommended a number of specific measures. These included a call on all States to become parties to the 1994 Convention on the Safety of United Nations and Associated Personnel (resolution 49/59, annex). To date, 43 States have signed the Convention, while 29 States have ratified it. The Assembly also requested the Secretary-General to prepare a report containing a detailed analysis and recommendations addressing the scope of legal protection under the Convention. That analysis will be submitted to the Assembly in a separate report.

40. In resolution 54/192 the General Assembly recognized the need for a full-time United Nations security coordinator. The Secretary-General has announced his intention of making such an appointment and a comprehensive review of all aspects of United Nations security arrangements has been initiated under the leadership of the Deputy Secretary-General. The results of that review will be submitted to the Assembly at its fifty-fifth session in the comprehensive report on security of personnel.

Gender

41. In its agreed conclusions 1999/1, the Economic and Social Council recognized that humanitarian emergencies have direct and particular impacts on women and gender relations, and stressed the need to integrate a gender perspective in the planning and implementation of activities pertaining to the transition phase.

42. Following the approval of the Inter-Agency Standing Committee policy statement on gender in May 1999, an inter-agency workshop aimed at developing tools to integrate gender into the consolidated appeal process was held in Geneva in July 1999. Country team members from Angola, the Democratic People's Republic of Korea and Tajikistan participated in the workshop and helped to develop a checklist to integrate gender into needs assessments and planning of humanitarian assistance activities. As a result, a number of improvements were made in the 2000 consolidated appeals for those countries, such as including gender mainstreaming as a guiding principle for humanitarian action in Angola; including gender mainstreaming as a common long-term humanitarian goal and defining actions to be taken and indicators to measure progress in the Democratic People's Republic of Korea; and supporting women's non-governmental organizations in order to improve the status of women and children in Tajikistan.

43. In order to ascertain, a year after its adoption, whether the gender policy had had an impact at the field level and whether or not its provisions had been implemented, the Inter-Agency Standing Committee decided in April 2000 to request its Sub-Working Group on Gender and Humanitarian Response to review the implementation of the policy statement, including the mainstreaming of gender issues in the consolidated appeal process. The Sub-Working Group is currently preparing a package of resource documents to assist United Nations country teams in mainstreaming gender into humanitarian action (see also paras. 79 and 80).

Children

44. Following the recommendation in the agreed conclusions 1999/1, the Inter-Agency Standing Committee plans to convene a reference group on children in armed conflict in late 2000. The group would seek to develop tools for assessing child protection concerns in conflict situations, analyse the inclusion of children's concerns in the consolidated appeals and develop the issue of training in child rights for peacekeeping staff.

45. In line with its resolutions 1261 (1999) and 1265 (1999), the Security Council included the protection of

children in the mandates of the peacekeeping operations for Sierra Leone (UNAMSIL) and the Democratic Republic of the Congo (United Nations Organization Mission in the Democratic Republic of the Congo), two conflict areas where children are suffering on a massive scale as a result of war. With the support of the Special Representative of the Secretary-General for Children and Armed Conflict, child protection advisers were appointed as integral elements of these two peacekeeping operations. The Secretary-General will submit a report to the Security Council on the implementation of resolution 1261 (1999) in July 2000.

46. After five years of deliberations, an Optional Protocol to the Convention on the Rights of the Child (resolution 44/25, annex) on the involvement of children in armed conflict was adopted by the General Assembly on 25 May 2000 (resolution 54/263, annex I), raising the minimum age for compulsory recruitment and participation in direct conflict from 15 to 18, applicable to both State and non-State actors. The optional protocol also categorically prohibits non-State actors from recruiting and deploying persons under age 18. It provides a strong legal basis for curbing child soldiering on the ground. A concerted international movement is now required to exert pressure on all parties in conflicts that use children as combatants. In parallel, adequate and sustained resources should be provided for demobilization, psychosocial recovery and social reintegration programmes for children forced to participate in war.

47. A number of inter-agency initiatives have been taken to promote the rights and welfare of children in conflict situations. Examples include Action for the Rights of Children, a joint UNHCR — Save the Children Alliance training and capacity-building initiative also involving UNICEF and the Office of the United Nations High Commissioner for Human Rights; the inter-agency group on unaccompanied and separated children, which is preparing policy guidelines for organizations working in this field; and the joint UNHCR/UNICEF Liberia children's initiative, which addresses the particular integration needs of children and youth in the main areas of return.

Older persons

48. In its agreed conclusions 1999/1, the Economic and Social Council recognized older persons as a specific vulnerable group in humanitarian emergencies and requested that measures be taken to ensure that they are not marginalized in the course of relief operations. A background note on the elderly and humanitarian emergencies was considered by the Inter-Agency Standing Committee. In February 2000 it was agreed that WHO would lead a task force to draw up an account of agency action in support of elderly victims of humanitarian emergencies. Additionally, UNHCR formulated a policy for elderly refugees that will endeavour to address the protection and assistance needs of older persons of concern to UNHCR in a gender-sensitive manner and ensure their equality of access to all measures that will promote participation and well being.

C. Coordination of the international response to natural disasters

49. In its resolutions 54/30 on emergency response to disasters and 54/233 on international cooperation on humanitarian assistance in the field of natural disasters from relief to development, the General Assembly re-emphasized that national authorities have primary responsibility for coordinating relief efforts following natural disasters, while the Emergency Relief Coordinator is the focal point for coordination of the international response. Most international aid given in response to natural disasters is provided bilaterally between Member States, a trend that has increased in recent years. The Emergency Relief Coordinator is now faced with increasing difficulties in coordinating the international effort. Multilateral support provided through United Nations agencies provides an effective means of ensuring a coordinated and effective humanitarian response to natural disasters. The management of the joint logistics centres in East Timor and Mozambique and the provision of logistics services by WFP for the whole humanitarian community in those countries demonstrated the value of channelling support through United Nations agencies.

50. In its agreed conclusions 1999/1, the Economic and Social Council emphasized that disaster preparedness and early warning systems must be strengthened further at the country and regional levels. A number of steps outlined below have been taken to further that objective.

51. The Inter-Agency Standing Committee has created a reference group on natural disasters so that issues related to natural disaster response can be

reviewed in an inter-agency context. The reference group is examining the various procedures members of the Committee follow when responding to disasters, seeking greater coherence between them. Assessment capacities, funding mechanisms, information-sharing, logistics and telecommunications are all being reviewed.

Strengthening of disaster response

52. Donor response to natural disasters is often uneven geographically and sectorally. Efforts have been made to strengthen the inter-agency appeals, which are issued by the United Nations following large-scale disasters, so that the donor community can respond more objectively to the requirements listed. While some success has been achieved, considerable work is still needed to encourage donor Governments to support what may be perceived as transitional or early rehabilitation activities, but which are essential components of an effective short-term response.

53. In response to the floods in Mozambique, the Central Emergency Revolving Fund was utilized to support the relief effort. In that instance, $4 million was advanced to the United Nations Resident Coordinator's Office to support action by several agencies. In addition, funds were also mobilized from the United Nations Fund for International Partnerships to support the operation in Mozambique.

54. Among the other steps taken to enhance the response to disasters has been the appointment of regional natural disaster response advisers in Asia, Latin America and the Pacific. They advise and assist Governments and regional networks in preparedness measures for natural disaster response. In the case of disasters, the advisers arrange for the deployment of United Nations disaster assessment and coordination teams from within the region and elsewhere in the world. During the last year the effectiveness of that arrangement was demonstrated in the United Nations response to the mud slides in Venezuela and the earthquake/tsunami in Vanuatu in December 1999, the earthquake in China and the snowstorms in Mongolia in February 2000 and the drought in Paraguay in March 2000.

55. In recognition of the increasing use of military assets in humanitarian operations, on 18 and 19 May 2000, the Office of the Coordinator for Humanitarian Affairs organized a seminar in Brussels, hosted by NATO, to analyse lessons learned relating to the Guidelines on the Use of Military and Civil Defence Assets in Disaster Response of May 1994. The seminar confirmed the basic principles for the use of military assets in disaster response.

56. The Governments of Greece and Turkey have been engaged in establishing a joint standby disaster response unit that would operate under the guidance of the United Nations. Each Government is strengthening its respective crisis management centre to serve as a focal point in times of natural disaster, such as earthquakes, floods, avalanches and landslides.

Strengthening early warning systems

57. Several efforts are under way to assist Governments in strengthening their early warning systems, notably in Ethiopia and Viet Nam. In Ethiopia, for example, a United Nations-sponsored emergencies unit provides technical advice and support to the Government on early warning monitoring and provides information alerting national and international partners to potential man-made or natural disasters in the region, including the current drought.

58. Information technology can assist in the development of effective early warning systems, an essential component in disaster management efforts. To promote early warning, humanitarian agencies are participating in a number of initiatives to promote the use of modern technologies. Some of those initiatives are described in section III below. Work in that area will also be a priority activity of the International Strategy for Disaster Reduction.

Reducing vulnerabilities

59. The Economic and Social Council has emphasized the need for further concrete measures to reduce the vulnerability of societies to natural hazards. A number of specific activities have been undertaken in response to that recommendation.

60. At the international level, a comparative country index of vulnerability and disaster risk is being prepared as part of a UNDP initiative to develop a global disaster vulnerability report, which aims to promote national efforts to mitigate risks. An inter-agency initiative is also under way to develop a core set of concepts, principles and general guidelines to facilitate inter-agency collaboration in disaster reduction issues.

61. An international partnership, the ProVention Consortium, was launched by the World Bank on 3 and 4 February 2000, with the aim of reducing the human and economic costs of natural disasters in the developing world. The partnership seeks to promote a culture of safety and to support public policies that reduce risks. It also plans to support proven pilot projects to mitigate disasters, to help develop Governments' ability to minimize disasters and respond effectively when they occur and to forge linkages between the public and private sectors and other stakeholders.

62. The secretariat of the International Strategy for Disaster Reduction, which reports to the Under-Secretary-General for Humanitarian Affairs, organized the first meeting of the Inter-Agency Task Force for Disaster Reduction on 27 and 28 April 2000 in Geneva, whose membership consists of United Nations agencies, regional bodies, and representatives of civil society. The Task Force discussed ways to implement the International Strategy for Disaster Reduction adopted by the Programme Forum of the International Decade for Natural Disaster Reduction in July 1999 and endorsed by the General Assembly in its resolution 54/219 of 22 December 1999. The Task Force agreed on a number of areas of common concern on which members should focus in order to implement the strategy at the international, regional, national and local levels. The Task Force also established working groups in the areas of early warning, El Niño/La Niña and quantification of risk and vulnerability and impact of future disasters, including insurability, and measuring the economic and environmental cost of disasters.

63. The United Nations, in close collaboration with the Organization for African Unity (OAU), is planning a symposium on natural disaster management to take place in Addis Ababa in June 2000. The symposium will consider guidelines to reduce the increasing social, economic and environmental impacts related to natural disasters in Africa. Efforts are under way to enable communities to become more resilient to the effects of natural disasters and to implement early warning, contingency planning and preparedness systems across the continent.

64. With respect to small island nations, a comprehensive vulnerability analysis is being done in Monserrat of those areas being resettled following the volcanic eruptions of 1997. That analysis will enable disaster risk considerations to be fully factored into land use planning and construction, ensuring that future vulnerability is greatly reduced. Efforts are also being undertaken to strengthen the disaster management capacities of the Pacific island countries with a view to transferring more of the responsibilities to a regional entity. In Haiti, a national risk management plan has been drawn up with the assistance of UNDP, which has strengthened capacities for local-level risk management in several departments of the country through the adoption of a training methodology.

65. In Central America, following hurricane Mitch, a disaster reduction strategy was developed in partnership with the Centre for the Coordination of Natural Disaster Prevention in Central America. It included regional- and national-level activities that address issues such as strengthening early warning capacities, local-level risk management and national legislative and administrative systems.

66. In the Caribbean, UNDP continues to support the disaster emergency response management system project, executed by the Caribbean Community (CARICOM), which has strengthened the capacity of the national disaster offices of CARICOM countries, as well as that of the Caribbean Disaster Emergency Response Agency as an information clearing house and disaster response organization.

Assessment

67. To ensure adequate assessment capacities, United Nations disaster assessment and coordination teams are being strengthened by including more participants from countries in regions likely to be affected by disasters. Representatives from 11 countries in Latin America, 8 countries in the South Pacific and 2 countries in Africa are now part of the United Nations disaster assessment and coordination system. United Nations agencies are also active participants in the system, which now includes emergency managers from 31 countries and 5 organizations. United Nations disaster assessment and coordination teams have been used over the past 12 months on 18 occasions to assist Governments in Asia, Africa, Europe, the Pacific and Latin America in responding to natural disasters.

68. To ensure adequate assessment and coordination during earthquakes, cooperation is being promoted between the United Nations disaster assessment and coordination system and the International Search and

Rescue Advisory Group, which represents search and rescue teams. The Office for the Coordination of Humanitarian Affairs has helped the Group to activate its regional chapter in the region of Asia and the Pacific and to standardize procedures for international search and rescue teams responding to an earthquake, including the functioning of an on-site operations coordination centre.

Relief and development

69. The Economic and Social Council has reaffirmed the importance of coherent and effectively coordinated responses to humanitarian emergencies, in particular in the transition from relief to rehabilitation, reconstruction and development. Humanitarian and development organizations are contributing to the effort to implement that recommendation by promoting the use of transitional appeals as an inter-agency tool, as successfully applied after hurricane Mitch and the Mozambique floods.

70. Recent major natural disasters in India, Mozambique, Turkey and Venezuela are further examples where humanitarian and development agencies are working to coordinate their efforts to assist Governments to move into rapid recovery and subsequent development programmes. The example of Mozambique is described in more detail in annex II.

D. Emerging challenges in natural disasters and complex emergency response

71. Events over the past year have confronted humanitarian agencies with a number of new or resurgent challenges. Those challenges pertain to the multiple sources and dimensions of civilian suffering as a result of crisis and the growing number of actors involved in crisis response and will require particular attention in the Inter-Agency Standing Committee, and from Member States, during the coming year.

72. As noted in the introduction to the present section, there is a growing challenge to coordination, in both natural disaster and complex emergency situations, arising from the increasing number of actors — regional, subregional and bilateral — involved in the provision of humanitarian assistance and protection. That challenge arises from a success, namely, the increasingly widespread support that exists for humanitarian efforts, the increases in the overall level of humanitarian aid and the growing interest of a range of actors, including the private sector, in being involved in humanitarian operations. Challenges arising from that positive development include the fact that the growing number of those involved increases the complexity of coordination. Research commissioned by the Office for the Coordination of Humanitarian Affairs for the Inter-Agency Standing Committee indicates that, in the 10 years from 1988 to 1998, while the amounts of international humanitarian assistance provided through multilateral channels remained roughly constant and overall levels of humanitarian aid increased substantially, the proportion of international humanitarian aid delivered through multilateral channels declined from 45 per cent to about 25 per cent. The tendency of some Member States to deliver a high proportion of their humanitarian aid through international non-governmental organizations based in their own countries not only makes coordination of the international response more difficult, but may also lead to missed opportunities to strengthen national and local coping mechanisms in the affected countries. Other factors compounding the difficulties in coordination include the differences in operating cultures, mandates and priorities of the large number of operational organizations, as well as lack of clarity about boundaries of cooperation. In order to avoid such problems, Member States may wish to emphasize the importance of committing adequate resources through multilateral channels.

73. Member States are increasingly recognizing the opportunities for peacetime uses of military capabilities. The response to some recent natural disasters has included expanding roles for military actors and expanded use of military assets. This was most apparent in the response to hurricane Mitch in Central America, the second earthquake in Turkey and most recently in the floods in Mozambique. In accordance with the Guidelines for Use of Military and Civil Defence Assets in Disaster Response, military assets are placed at the disposal of the host Government. In the case of Mozambique, the Government requested the United Nations to coordinate their use. To do so, the Office for the Coordination of Humanitarian Affairs and the United Nations agencies in-country, under the logistical leadership of WFP, established a United Nations joint logistics coordination centre, within which the military

staffed a liaison cell, the civil-military operations centre. Increasingly, both military and humanitarian personnel have recognized the need to improve the civil-military relationship, and the Office for the Coordination of Humanitarian Affairs therefore continues to conduct and upgrade civil-military cooperation courses.

74. The primary resource base for response to crises at present is assistance from Member States. This could be supplemented by increasing the involvement of the private sector, which has vast resources at its disposal. Locally, in most disaster-affected countries the private sector does become involved in assisting those affected by natural disasters. This was, for example, the case in Orissa, India, after the cyclone. The challenge is to bring the resources available to international corporations to bear in response to natural disasters and crises by working to enhance their sense of responsibility as international citizens and their understanding of the ways in which they can be of greatest help. Close cooperation with the private sector as provider of expertise, equipment and services offers major new opportunities. International humanitarian agencies need to develop a coordinated approach to such cooperation. Member States could assist the process by considering measures such as tax benefits to companies involved in such activities.

75. The earthquakes in Turkey and Taiwan Province of China and the floods in Mozambique vividly illustrated the power of the media to influence public opinion and thereby augment the scale of response. However, the role of the media is not limited to provision of information to the public in countries that may be able to assist with the response. The media's role as providers of information to the disaster-affected population can also be valuable. In that context, the Office for the Coordination of Humanitarian Affairs has concluded an operational agreement with WorldSpace as a provider of digital voice broadcasts that will enable the Office to take advantage of its broadcasting infrastructure by interrupting broadcasts to provide information on emergency-related issues. At times, however, media reporting can be sensationalist and unhelpful. This can make the task of the Government of the disaster-affected country and humanitarian personnel working under considerable pressure more difficult than it already is. It could be helpful if some media professionals were to specialize in natural disaster reporting, just as some do in war reporting.

76. The Office for the Coordination of Humanitarian Affairs is also convening, in cooperation with the Government of Switzerland, a high-level intergovernmental conference on cooperation and coordination in crisis management in Europe and the newly independent States. The conference, known as the Fribourg Forum, is being held on 15 and 16 June 2000, to address, *inter alia*, the duplication of initiatives and collision of mandates among key actors. The Forum aims at establishing a regional policy framework for improving the effectiveness and consistency of national and regional policies that have an impact on decision-making processes and delivery of emergency humanitarian assistance.

Social problems and opportunities

77. In modern armed conflicts, millions of refugees, internally displaced persons and other civilians affected by war have been affected by the psychosocial consequences of crisis. Many have suffered severe mental distress caused by traumatic experiences of having witnessed or been subjected to gross violations of human rights such as killings, torture, sexual violence, family separation and displacement from home. War-affected individuals run the risk of depression, anxiety disorders, post-traumatic stress disorders or other forms of mental distress caused by their experiences. The long-term consequences for children can be particularly serious. Similarly, disasters such as earthquakes, floods, cyclones and technological accidents, which can cause massive destruction, can lead to the development of anxiety, depression and post-traumatic stress disorder, as well as alcohol and drug abuse among survivors. Severe mental anguish will sometimes affect an individual's life and community long after the war or the disaster has ended, causing continuing instability.

78. Humanitarian agencies are increasingly recognizing the need to implement psychosocial assistance programmes in emergencies. UNICEF is now implementing psychosocial programmes as one of its core commitments. Another example is the UNHCR survivors of violence programme in Sierra Leone. However, such assistance is not yet systematically included in relief programmes. A major challenge for humanitarian agencies is to understand that the mental health consequences of emergencies can cause a level

of distress that may hamper recovery as well as rehabilitation and to incorporate culturally appropriate psychosocial assistance programmes in relief efforts, in cases of both war and natural disasters. Member States may wish to encourage increased international attention to this issue.

79. A major aspect of civilian suffering in armed conflict arises from violence and abuse against women, in particular sexual violence and rape. In addition to physical violence, an increase in sexually transmitted diseases, including human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), and unwanted pregnancies continues to affect women and girls. This often carries over into post-conflict environments, where high incidences of domestic and sexual violence abound. In addressing humanitarian and post-conflict peace-building priorities, the task of protecting women and girls from gender-based violence and sexual exploitation and ensuring their physical and psychosocial rehabilitation and reintegration therefore requires more focused attention, as does the challenge of developing mechanisms to prevent future violations of this kind.

80. Moreover, in many war situations, dramatic social changes lead to shifts in gender roles. As a result, an increased number of women become heads of households and assume greater responsibility for providing for their families, educating their children and caring for older relatives. In such circumstances, the role of women in holding communities together becomes more prominent. While additional burdens are placed on women in conflict situations, such situations can also open up new opportunities for the economic and political empowerment of women and for strengthening their contribution as leaders to the decision-making processes that affect their lives. Women have demonstrated that they are often best placed to ascertain the most effective approaches for consolidating peace at the ground level. Incorporating women's perspectives in peace negotiations and in the delivery of humanitarian assistance thus provides an important means of ensuring that a sustainable basis is provided for post-conflict reconstruction. However, women still have little involvement in peace negotiations and political decisions. In East Timor, the consultative group of the National Council of Timorese Resistance has only 2 women representatives out of a total of 15. In Tajikistan, in the 26-person National Reconciliation Commission there is only one woman. At the first peace talks in Arusha on Burundi, only 2 of the 126 delegates were women and to date the women's delegation to the Arusha peace process continues to hold the status of permanent observer, and does not enjoy full participatory rights. Yet experience has shown that where women are invited to contribute to peace negotiation processes, as was the case in Guatemala and South Africa, they do contribute important perspectives and succeed in incorporating a range of critical issues into the peace agreements. Member States may wish to emphasize the importance of women's participation in peacemaking and peace-building.

III. Strengthening the coordination of humanitarian response and the role of technology in mitigating the effects of natural disasters and other humanitarian emergencies, including conflicts, with particular reference to the related displacement of persons

81. The theme for the humanitarian segment of 2000 of the Economic and Social Council addresses several of the key issues that captured the attention of the humanitarian community in the past year. Efforts to mitigate the effects of natural disasters and other emergencies are central to the work of United Nations agencies and their partners. The actual and potential role of technology in support of those efforts is increasing almost daily. Technology can, and already does, contribute to disaster response and to improved coordination of effort. It can strengthen the preparedness capacity of Governments in disaster-prone countries.

82. The displacement of populations is a disruptive and sometimes destabilizing consequence of both natural disasters and emergencies resulting from conflict. Strengthening the coordination of the humanitarian response in such situations will maximize the effectiveness of international efforts and minimize the risk of duplication and waste.

83. While accurate figures are impossible to obtain, it is broadly estimated that about 60 million people, or 1 per cent of the world's population, have been forcibly uprooted from their homes in recent years as a result of

natural, environmental or technological disasters, or as a consequence of war. Action to reduce these numbers and to assist the victims of disaster to become productive members of society again, must be a priority for the international community.

84. The present report cannot hope to cover all the aspects of so vast a theme. Instead, its focus will be on two elements that can have a positive impact on the joint efforts of Governments, multilateral organizations and civil society, harnessing technology to improve the prediction, mitigation and response to natural disasters and other emergencies; and strengthening coordination of international efforts to respond to the needs of people displaced as a result of conflict and generalized violence.

A. Role of technology in mitigation of and response to natural disasters and other emergencies

85. Technology can now play a valuable role in helping Governments and international organizations to respond to disasters. Different technologies may be of value in all phases of a disaster and in all sectors of activity. This section, however, focuses on technologies that can have a particularly positive impact on the coordination of the response and can be developed as effective tools by Governments in disaster-prone countries in support of indigenous efforts at prevention, mitigation and response. These technologies include GIS global positioning systems (GPS), remote sensing from satellites and aircrafts and telecommunications. Integrated use of remote sensing and GIS can help early warning and tracking of disaster. It can also support disaster impact assessment as well as the planning, implementation and monitoring of the relief effort by combining various layers of geographical data. GPS can provide detailed geographical locations for the feature of interest (e.g. a refugee camp). Remote sensing can help with early warning and tracking of disasters such as changes in forest cover due to deforestation or tracing the paths of hurricanes. Efficient telecommunications can support all aspects of the activities of Governments, international organizations and affected communities.

86. In examining the relative value of different technologies in specific situations and countries, a number of factors have to be taken into account. These include their reliability, sustainability, compatibility with existing systems, simplicity of operation, immediate availability, but above all their cost.

The use of remote sensing in natural disasters

87. Remote sensing images from satellites with resolution down to one metre can provide information for risk and damage assessment and hazard mapping and help to prevent, estimate and reduce the effects of disasters.

88. In the area of cyclone detection and warning, the World Meteorological Organization (WMO) global programme of cyclone warning uses satellite monitoring, airborne surveillance and radar in order to track down cyclones and feed information to "predictive" models to increase reliability of warning. This is done at the global level and can reduce losses through effective monitoring and warning. The difficulties lie in the dissemination of information at the national and local levels.

89. At the global level, remote sensing is being used to monitor crop and weather conditions throughout the growing season at 10-day intervals, as well as to gauge the impact of drought through indices such as the Normalized Difference Vegetation Index (NDVI), the Vegetation Condition Index (VCI), the Cold Cloud Duration (CCD) and the Temperature Conditions Index (TCI). At the national and local levels, the information from these indices can also be used to monitor the growing season and assess the extent of the drought to help national authorities take measures to acquire food or to adjust cultivation methods in case of water shortages. The FAO Global Information and Early Warning System (GIEWS) has developed software to assist in the analysis of these types of image and has made it available to national and regional food information systems.

90. Satellite images are also used for environmental assessments related to the presence of refugees. Satellite images have been used successfully to monitor and assess forest degradation in refugee hosting areas in the Democratic Republic of the Congo, Kenya and the United Republic of Tanzania. Aerial surveys have been carried out for detailed refugee camp mapping and have been combined with field data in GIS.

91. During the relief operation in Kosovo, UNHCR used detailed aerial photographs to estimate shelter damage. That information was combined with numeric

codes for the villages surveyed and stored in a GIS. The approach facilitated the production of synthetic maps to assist decision-makers in the planning of humanitarian relief and housing reconstruction efforts. The Office for the Coordination of Humanitarian Affairs has also produced a detailed atlas of such maps.

Geographic information systems and integrated data collection efforts

92. GIS are computer systems consisting of hardware and software for storing, manipulating, analysing and displaying geo-referenced or location-based data. In terms of the mitigation of and response to natural disasters and population displacements, GIS contribute to laying the foundation for information management and mapping products to provide synthetic overviews and detailed analyses. GIS also serve as a coordination tool by bringing together different types of information. Different data extracted from the GIS and presented in a comprehensible map-format provide a common and uniform language to all actors involved in a relief operation. Input data to GIS include field data, such as population distribution in the area of interest, GPS data on exact geographical positions of the parameters to be analysed, such as damaged buildings, and remote sensing images, such as satellite data on the extent of fires.

93. Information inputs for GIS must come from a wide range of actors and agencies. It is critical that Governments and organizations that collect and act on this type of information agree on the critical core data content and the corresponding standard formats in which it should be shared. The necessary organizational steps must be taken to obtain and share the information, since no single organization or entity has access to or can provide all of the critical information. At the multilateral level, the Geographic Information Support Team, consisting of donors and United Nations agencies, works towards a systematic approach to collect, share and distribute geographical information within a common frame of reference, thus providing a support tool for a coordinated response to natural disasters and humanitarian relief operations.

94. At the national level, data can be produced through collaborative efforts between Governments and other organizations. Many Governments are limited in what they can do in this area, however, by the cost of investing in resources, collection and preparation of data, as well as training of personnel. Nonetheless, for the short term, it is recommended that Governments develop national policies on collection and sharing of data related to disaster mitigation efforts. This can be done in collaboration with relevant United Nations organizations to facilitate common approaches early on in the planning process and through existing international programmes such as the International Strategy for Disaster Reduction and the Global Disaster Information Network. Such efforts by Governments to establish systems at the national level in disaster-prone countries deserve consistent support from donors.

95. During the Mozambique floods, GIS were used to support logistics and coordination. A comprehensive list of affected locations of concern was developed. This depicted the province, district, standard name, coordinates of each location, as well as a unique numeric code, which allowed easier sharing of data between the agencies involved. Maps depicting priority needs were also provided for emergency planning and decision-making. At the end of the operation a functioning GIS system was transferred to the Government and should assist it to be better prepared for future emergencies and to respond more effectively when they occur.

96. Field data collection is an essential element in contingency planning. At the field level, local and regional information networks can be developed to ensure that geographical information, for example, topographic maps and results from local surveys, are included in the GIS prior to the onset of an emergency. Recent lessons learned (East Timor, Kosovo and Mozambique) clearly indicate the importance of having most of the required information as well as specialized GIS staff in place before the emergency.

Global positioning systems

97. All data input to GIS must be geo-referenced. For point data, such as locations of displaced persons, refugee camps, water sites and toxic storage sites, hand-held GPS receivers can in general provide field personnel with estimates (latitude/longitude) on the geographical position of the feature of interest. The exact positioning of geographical data as input to GIS for more efficient coordination is one of the key benefits of GPS in relief operations. GPSs have also been used for commodity tracking and tracking of humanitarian personnel deployed in danger areas, while UNDP has supported the preparation of GIS-based district hazard maps as a component of disaster

management planning in Ecuador, India, Kyrgyzstan, Nepal, Peru and Viet Nam.

98. In many developing countries maps are outdated, contributing to confusion during emergencies. Data from GPS receivers mounted on vehicles can be input to GIS and subsequently used to plot the route of a road not marked on available maps. Donors should consider providing support for the updating of maps in disaster-prone countries.

Telecommunications

99. All elements of natural disaster preparedness and response depend on timely and accurate information and on appropriate and affordable mechanisms to process, interpret and share the information. The provision of information depends on the availability of reliable telecommunications and appropriate information-processing technology. The regulatory environment for the use of telecommunications in humanitarian assistance has been greatly improved by the adoption of the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations on 18 June 1998. While the Convention is already being applied in practice, its ratification by the largest possible number of States is important.

100. When a disaster damages ground communications, satellite-based mobile telephone systems provide essential emergency communication tools. The wider applicability of this technology in the future is promising, as the cost of global communications is expected to decrease.

101. In the mitigation phase, telecommunications can be used to support the timely transfer of information and analysis. Engineers and scientists at the international and regional levels carry out the exchange of information. The data transmitted can then be used together with historic data to create disaster-related models. However, it is often the case that developing countries are unable to make use of such information in a timely manner owing to weak telecommunications infrastructure. Such a lack of timely data can hinder efficient coordination. Even in areas where the telecommunications infrastructure is adequate, the incompatibility of data and systems in use can also be a constraint. The Integrated Regional Information Network, an Africa-based information service provided by the Office for the Coordination of Humanitarian Affairs, has pioneered the use of new telecommunications technology to deliver its special reports, daily updates and weekly digests to some of the most remote parts of the continent. Last year the Network's web site won an award for being one of the top 10 public information sites in Africa.

102. WMO runs a global communications network for disaster preparedness under the World Weather Watch programme, which operates at the global, regional and national levels. It includes a Global Observing System (GOS), Global Telecommunications System (GTS) and Global Data-Processing System (GDPS). All these can support response and recovery efforts in the context of crisis management, coordination and information dissemination.

103. Some private sector corporations, including Ericsson of Sweden, have expressed interest in supporting work to establish rapidly deployable telecommunication packages in emergency situations. Such partnerships with international business have enormous potential to strengthen capacity in disaster-prone countries, as well as to stimulate productive investment in countries emerging from crisis. On behalf of the United Nations system, the Office for the Coordination of Humanitarian Affairs is in discussion with Ericsson to agree on the modalities of future cooperation in this area.

Activities at the intergovernmental and inter-agency levels

104. The Third United Nations Conference on the Exploration and Peaceful Uses of Outer Space (UNISPACE III), held in Vienna in July 1999, adopted a resolution entitled "The Space Millennium: Vienna Declaration on Space and Human Development", which calls for action to implement an integrated, global system, especially through international cooperation, to manage natural disaster mitigation, relief and prevention efforts through Earth observation, communications and other space-based services. In its report,[3] UNISPACE III recommended specific actions to be taken by the international community relating to disaster management, such as initiation of a comprehensive programme to promote the use of satellite communications and Earth observation data for disaster management by civil protection authorities, in particular in developing countries. The Office for Outer Space Affairs of the Secretariat has begun to develop, in cooperation with space agencies and space-

related international organizations, a training module that could be used by civil protection and emergency response agencies in developing countries to incorporate the use of space technologies in disaster management.

105. Within the United Nations system, several organizations carry out activities to enhance disaster management with the use of space technologies. For example, the United Nations Educational, Scientific and Cultural Organization (UNESCO) cooperates with the Council of Europe in carrying out research studies on the use of space technology in disaster management. The International Telecommunication Union (ITU) works closely with the Emergency Relief Coordinator in order to increase ITU involvement in and support to disaster communications. UNHCR cooperates with the European Commission on the use of high-resolution satellite images for monitoring refugee camps to improve the efficiency of its relief operations and to assess environmental conditions through detailed monitoring of the refugee-hosting areas. FAO has been providing an operational real-time environmental information service, using low-resolution remote sensing satellites such as ARTEMIS, its Agromet database, Africover and corporate GIS databases for environment and natural resource management and natural disaster monitoring, assessment and planning, as well as GIEWS. FAO, in cooperation with concerned United Nations agencies such as WMO, UNESCO and the United Nations Environment Programme (UNEP), the International Council for Science (ICSU) and space-related agencies worldwide, has been promoting the Integrated Global Observing Strategy. Currently, FAO is hosting the secretariat for the Global Terrestrial Observing System (GTOS), with sponsorship from WMO, UNEP, UNESCO and ICSU.

106. Coordination of the use of information technology within the United Nations system is facilitated through two mechanisms, the United Nations Information Systems Coordinating Committee (ISCC) and the Working Group on Emergency Telecommunications (WGET), a subcommittee of the Inter-Agency Standing Committee that includes the United Nations entities concerned as well as the other major partners in international humanitarian assistance.

107. Information technology support to the existing mechanisms for United Nations disaster assessment and coordination, the on-site operations coordination centre and inter-agency assessment missions, as well as to field offices of the Office for the Coordination of Humanitarian Affairs continues to be developed. ReliefWeb and information technology projects such as the Global Disaster Information Network facilitate the provision of timely information to all partners in humanitarian assistance. For the further improvement of the policy and regulatory framework of information technology and telecommunications in humanitarian assistance, efforts towards the widest possible application of the Tampere Convention are needed.

108. Another noticeable improvement in the application of technology is the use by members of the International Search and Rescue Advisory Group of advanced methods and equipment to find and rescue victims in urban search and rescue operations. The Group encourages search and rescue teams that use advanced technological equipment to train other teams in using the technology as well as to transfer such technology by making in-kind contributions to the search and rescue teams of the disaster-affected country whenever possible. However, no matter how promising the technology, it is of limited value if it cannot be deployed in time to be used. In response to natural disasters, time is always at a premium.

B. Strengthening the coordination of humanitarian response in situations of displacement

109. The past year has seen a particular focus on the general situation of internally displaced persons, as well as on their plight in countries such as Afghanistan, Angola, Burundi, Colombia and the Democratic Republic of the Congo. The year was also characterized by an unprecedented effort by the Emergency Relief Coordinator and the agencies of the Inter-Agency Standing Committee to improve the coordination and delivery of programmes for internally displaced persons. Those efforts involved the development of new policies, training programmes and guidance material for humanitarian workers as well as practical action to improve the quality and coverage of operations in the field.

Global figures

110. Current estimates suggest that the number of persons displaced worldwide may total as many as 60 million. Of these, about 11.5 million are refugees,

having crossed an international border in their search for safety.[4] For internally displaced persons, statistics are much less precise, but estimates are that at least 17 million and up to 20-25 million persons are currently displaced within the borders of their own country as a result of armed conflict or generalized violence.[5] In addition, rough estimates indicate that another 30 million persons are displaced as a result of natural, environmental or technological disasters.[6]

111. Systematic estimates of displaced persons are not possible at present for several reasons, including the lack of a clear agreement on the point at which a person ceases to be counted as internally displaced, lack of monitoring capacity, lack of access in some countries, reluctance of some Governments to recognize internal displacement as such and use of different definitions by different entities.

Categories

112. International efforts to assist the displaced must be based on a clear understanding of the specific roles and responsibilities of Governments, which have to care for their own internally displaced population.

113. Although refugees and internally displaced persons share the basic predicament of having been forced to flee from their homes, there are major differences in the international response to their plight. Because a refugee is by definition a person who is outside his or her country, he or she is entitled under international law to international assistance and protection under the mandate of the United Nations High Commissioner for Refugees, the 1951 Convention[7] and the 1967 Protocol[8] relating to the Status of Refugees, and other relevant regional instruments. Internally displaced persons, on the other hand, remain in their own country and the *de jure* responsibility for guaranteeing their rights as citizens rests of course with their own Government. However, in many cases of civil unrest, people are displaced in areas where there is no effective civil authority.

114. The precarious situation of people uprooted by natural or environmental disasters can in some cases make them vulnerable to infringements of their rights, especially when protracted situations of internal displacement caused by natural disasters overlap with conflict. However, the predicament of these internally displaced persons is related primarily to the loss of homes and livelihood. The main task of Governments and international organizations in such cases is to bring relief in an effective manner. The constraints confronted in such operations are related mainly to the availability of resources and the capacity for rapid response.

115. Persons displaced by armed conflict or generalized violence are usually also in need of assistance, in the form of emergency relief and support for social integration and durable solutions. Their overall predicament is not so easily addressed, however. The causes that led to their displacement may not have been removed, making it impossible for them to return to their homes in the foreseeable future. It may also not be easy to guarantee their security and basic human rights in the areas to which they have been displaced.

116. Although the issue of response to natural disasters has been treated in earlier sections of the present report, the plight of those displaced by natural disasters has not received particular attention, owing to a lack of detailed information on the subject. The United Nations High Commissioner for Refugees reports separately to the General Assembly and the Economic and Social Council on the activities of her office in relation to refugees and other persons of concern to UNHCR, including returnees and 5 million internally displaced persons. The following sections will focus on the problem of displaced persons in situations characterized by armed conflict, generalized violence or coerced movements of populations, but who remain within the borders of their own countries.

The international response

117. In over 20 major crisis situations, the United Nations is seeking to address the needs of displaced populations. In 17 such situations a humanitarian coordinator or a lead agency for humanitarian response has been appointed who is leading the effort.[9] In another seven countries, the resident coordinator is in charge of coordinating the activities on behalf of the displaced.[10] In 1999, 7.5 million internally displaced persons worldwide received assistance under the leadership of UNHCR. WFP estimates that in 1999 over 22 million of its food aid beneficiaries were internally displaced persons. In addition, among organizations outside the United Nations system, the International Committee of the Red Cross (ICRC) estimates the number of internally displaced benefiting from its assistance at 9.5 million. However, some crises

of internal displacement are extremely fluid. Humanitarian agencies are often operating at the limits of their capacity, in terms of both human and financial resources, in order to respond to newly arising needs. A separate paper describing the status of the response by Inter-Agency Standing Committee members and their partners to the situation of internal displacement in each of the countries listed above will soon be available.

The policy of the Inter-Agency Standing Committee

118. Since internally displaced persons remain by definition civilians of their own country, the international responses to specific situations have been designed in collaboration with Governments and local authorities in each country affected. It had been clear for some time that arrangements for effective coordination of the international response needed to be reviewed and that clearer lines of responsibility and accountability needed to be agreed. A series of reviews were therefore undertaken, within key agencies, as well as in the Inter-Agency Standing Committee as a whole. As a result of those reviews, new institutional arrangements were endorsed at a meeting of the Committee on 5 April 2000. The Committee's policy paper on the protection of internally displaced persons is based on the premise that responsibility for displaced persons lies first and foremost with their national Government. However, the capacity and/or willingness of the authorities to fulfil their responsibilities in some situations of armed conflict may be insufficient or lacking. The policy therefore urges humanitarian agencies to cooperate with national and local authorities or other actors in order to support and supplement their efforts on behalf of the displaced.

119. The policy of the Inter-Agency Standing Committee seeks to build a collaborative approach around the special expertise and capacity of agencies and organizations within as well as outside the United Nations system. In the context of humanitarian response it recognizes the particular roles that may be played by the United Nations High Commissioner for Refugees, the United Nations High Commissioner for Human Rights, UNICEF, WFP, the Representative of the Secretary-General on Internally Displaced Persons, as well as ICRC, and it reaffirms the coordinating responsibility of the United Nations Emergency Relief Coordinator as the inter-agency focal point for internally displaced persons at the Headquarters level.

120. At the country level, the Committee's policy vests the overall responsibility for the response to the needs of the internally displaced in the resident/humanitarian coordinator, as for example in Angola, or where a humanitarian lead agency has been designated, the representative or country director of that agency. He or she recommends to the Emergency Relief Coordinator an allocation of responsibilities for the support of internally displaced persons. Under his or her lead, the country team develops a joint plan to respond to the needs of the displaced. The Committee's Supplementary Guidance to Humanitarian/Resident Coordinators also gives directions on dialogue with Governments and local authorities, on the implementation of responsibilities and on the planning of programme activities.

121. In adopting that guidance, the Inter-Agency Standing Committee has sought to clarify ambiguities regarding the coordination of the international response. It is recognized, however, that the arrangement must prove itself through effective action on the ground in specific crises. Senior officials representing the Committee will therefore regularly review the effectiveness of coordination and operational arrangements in specific countries. In this, the Committee and its Working Group are supported by the network of agency focal points on the internally displaced. In recent months inter-agency teams have reviewed the situation of internally displaced persons in Angola and Colombia, while the Representative of the Secretary-General on Internally Displaced Persons visited Burundi, at the request of the Committee, as well as Angola, East Timor and Georgia (planned for July 2000).

Constraints and solutions

122. In responding to crises of internal displacement, Governments and international organizations must cooperate to develop capacity and mobilize resources in three ways: (a) targeting the special needs of internally displaced persons as an integral part of strategies to respond to the needs of populations affected by humanitarian crises; (b) reaffirming the importance to internally displaced persons of sustainable livelihoods while displaced, and of durable solutions, even while the crisis is ongoing; and

(c) providing assistance to and protection for civilians during and after their flight.

(i) The special needs of the internally displaced in an overall context of instability

123. The needs of the displaced are multi-faceted and a large range of activities is required in response. Emergency relief and immediate protection for civilians during their flight must be complemented by care and maintenance programmes to stabilize the condition of those who have reached areas of relative security. And even while the crisis is still evolving, longer-term efforts must aim at guaranteeing the safety and future livelihood of the displaced and at finding durable solutions.

124. Many internally displaced persons live in camps or camp-like settlements where assistance can be targeted at their specific assessed needs. However, many others are taken in by host communities, often staying with family or friends. The most effective assistance strategy is usually to address the needs of internally displaced persons together with those of local residents also affected by the crisis. Host communities share the burden of the displacement crisis and may require outside support themselves. International assistance is currently being provided to host communities and the displaced living with them, *inter alia*, in Afghanistan, Angola and Uganda. A balance has to be found between cases where the internally displaced receive help from specially targeted activities and those cases where they are better assisted through more general effort.

125. As a matter of principle, in virtually all displacement crises, humanitarian organizations strive to respond to the needs of the war-affected communities in an inclusive manner. The needs of the internally displaced cannot be dissociated from those of the broader population affected by crises. The response must be embedded in a comprehensive strategy for reaching those in need. The 2001 United Nations consolidated appeals process will adopt such an approach to defining the special needs of internally displaced persons, within an overall strategy addressing the needs of all vulnerable groups in specific crises. In the recent consolidated appeals for Angola and Burundi, the approach had already been adopted, in contrast to the earlier appeals, in which the needs of the displaced were identified separately.

(ii) Sustainability in displacement and durable solutions

126. Protracted conflicts may result in long-term displacement. Even if hostilities come to an end, it is often difficult to revert to the demographic situation that existed before the outbreak of the crisis. Large numbers of displaced persons may be forced to remain where they are, with no prospect of return. Sometimes considered unwelcome in their own country, those people may remain victims of frozen political situations where their rights are not recognized, becoming dependent on outside assistance for many years.

127. Although the complexity of most displacement crises necessitates a strategic response with a medium- and long-term horizon, the international community and donors often concentrate their attention on short-term relief operations. Few resources are left for longer-term action. However, even during an ongoing crisis it is essential to seek ways to restore the self-sufficiency of the displaced and to promote their integration in the local community, where they can lead productive lives.

128. This means, for example, working with local authorities to provide them with land, seeds and tools and access to the labour market. It also means ensuring that local services, such as public transport, housing, medical and social services, children's education and professional training are extended to them. The right of the displaced to live in dignity with a sustainable future livelihood, regardless of their location and circumstances, must be reaffirmed as a matter of principle. A sustained commitment of donors is required in supporting activities aimed at achieving this right.

129. Problems are often encountered when trying to promote the integration of the displaced and to seek solutions that would allow them to reconstruct their lives while in displacement. However, recent experience, for example in Georgia, demonstrates that, when return is not immediately feasible, integration of the displaced into their new environment with the objective of promoting their self-reliance can be the best strategy to prepare them for ultimate return, when conditions allow. Agencies should systematically cooperate with national and local authorities in exploring the full range of options for durable solutions, even in ongoing displacement crises.

(iii) Protection

130. Frequently, forced displacement results from violations of international humanitarian law or human rights law. International human rights instruments, as well as the Geneva Conventions of 12 August 1949[11] and the Optional Protocols thereto of 1977,[12] which contain a number of provisions for the protection of civilians during armed conflict, are of direct relevance to internally displaced persons.

131. Since the appointment in 1992 of a Representative of the Secretary-General on Internally Displaced Persons, substantive progress has been made in mobilizing international attention to the problems of the internally displaced and identifying their specific rights and needs. The Guiding Principles on Internal Displacement,[13] issued in 1998 as a result of those efforts and based on existing principles of international law, offer important guidance. Agencies have recognized in them a valuable instrument for strengthening the linkage between assistance and protection in all phases of displacement. Reference materials intended for humanitarian personnel in the field, based on the Guiding Principles, were developed by the Inter-Agency Standing Committee and the Office for the Coordination of Humanitarian Affairs and published in 1999.[14] The Inter-Agency Standing Committee has mandated the development of a comprehensive training package on dealing with internal displacement, which will be ready for trial in the field in the second half of 2000. Thanks to its modular design, the training package can be adapted to specific contexts. It should contribute to a better understanding by all those involved with protection issues in crises of internal displacement.

132. Protection is best promoted through a multi-dimensional approach. The dissemination of international law, operational, legal and judicial initiatives, reinforced international presence, negotiations with state and non-state actors and the incorporation of protection features in assistance programmes may all be elements of an overall strategy. Governmental and non-governmental entities, civil society groups and a wide range of international organizations have a role to play in promoting the protection of the displaced.

IV. Observations and recommendations

133. The year 1999/2000 brought extraordinary challenges to humanitarian organizations. The events in East Timor, Kosovo, Mozambique and elsewhere stretched the capacity of humanitarian agencies, and of the Office for the Coordination of Humanitarian Affairs, to the limits. In reviewing the dramatic developments in the field of humanitarian affairs, it is apparent that the number and range of organizations involved in humanitarian response to crises is increasing, that the needs of people affected by these emergencies are rising and that the coordination challenge is growing as a result. In such a situation, the ability of organizations to respond rapidly and effectively is critical. In order to do so, agencies, as well as the Office for the Coordination of Humanitarian Affairs, need adequate resources available immediately, as well as rules and procedures that facilitate rapid reaction. Neither of these conditions exists as yet. A renewed commitment by Member States to multilateral leadership of the international humanitarian response, provision of adequate resources to support that leadership and approval of effective administrative procedures, are therefore the essential precursors to the continued strengthening of the coordination of humanitarian assistance.

134. The recommendations arising from the present report are outlined below.

A. Coordinated response to natural disasters and complex emergencies

135. The General Assembly and the Economic and Social Council may wish:

(a) To urge Member States to commit adequate resources to humanitarian operations through multilateral channels;

(b) To endorse the need for the application of special administrative rules and procedures that would allow the United Nations to respond more quickly with personnel and logistics resources to address natural disasters and complex emergencies;

(c) To encourage Member States to contribute generously to the consolidated appeals for 2000, taking into account the importance of greater balance in geographical and sectoral coverage;

(d) To encourage Member States to contribute generously to the requirements for security of personnel in the 2000 consolidated appeals;

(e) To encourage Member States to consider special contributions towards those consolidated appeals which have received a low response in recent years, including those for the Congo, Somalia and Tajikistan;

(f) To welcome mainstreaming of gender in consolidated appeals, and to encourage steps to mainstream gender and child concerns in all appeals in 2001;

(g) To recognize the value of assigning a leading role to women in the design and implementation of humanitarian programmes and to encourage agencies to develop further their partnerships with local women's organizations;

(h) To encourage Member States to stimulate support for emergency response from private corporations, including by providing tax relief for such activities;

(i) To welcome moves by private corporations to support mitigation, preparedness and response activities in disaster-prone countries and to encourage more corporations to take part in such initiatives;

(j) To encourage cooperation between intergovernmental bodies and Member States to strengthen early warning, prevention and preparedness mechanisms for natural disasters and other emergencies;

(k) To encourage further cooperation between the United Nations system and regional organizations in order to increase the capacity of regional organizations to respond to sudden-onset disasters;

(l) To encourage United Nations agencies and departments to strengthen existing early warning, preventive and preparedness mechanisms and to engage the active participation of United Nations country teams in that respect;

(m) To encourage initiatives to develop a legal framework for international assistance in the wake of natural disasters and environmental emergencies, outlining the responsibilities of countries receiving and providing support. Member States may wish to consider drafting a convention on the deployment and utilization of international urban search and rescue teams. Such a convention would provide a working framework for complex issues, such as utilization of air space, customs regulations for import of equipment, respective responsibilities of providing and recipient countries, that have to be resolved prior to the international response to a sudden-onset natural disaster.

B. Protection of civilians in armed conflict

136. The General Assembly and the Economic and Social Council may wish:

(a) To call on Member States to accelerate the process of signing and ratifying the Statute of the International Court of Justice, so that the Court may be established in the shortest possible time;

(b) To call on Member States to sign and ratify the 1994 Convention on the Safety of United Nations and Associated Personnel (resolution 49/59, annex);

(c) To reconfirm the importance of safe, unimpeded and unrestricted access for humanitarian organizations to those in need;

(d) To urge Member States to ratify at the earliest opportunity the Optional Protocol to the Convention of the Rights of the Child on the involvement of children in armed conflict, and to provide assistance to programmes for disarming, demobilizing and reintegrating children;

(e) To welcome the intention of the Inter-Agency Standing Committee to convene a reference group on children in armed conflict;

(f) To welcome the adoption of Security Council resolution 1261 (1999) and the initiative to place child protection advisers in peace operations as a way of ensuring consistent attention to the protection of children through the peace consolidation process.

C. The role of technology

137. The General Assembly and the Economic and Social Council may wish:

(a) To urge Member States to sign and ratify the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations;

(b) To encourage partnerships among the Governments of countries affected, humanitarian agencies and specialized companies to promote the use of technologies for humanitarian operations, including for the safety and security of humanitarian personnel;

(c) To encourage standardization or complementarity of telecommunications and other technological equipment required in emergency operations;

(d) To encourage standardization and sharing of geographical data, including remote sensing images, GIS and GPS data, between Governments, international organizations and non-governmental organizations;

(e) To urge Member States to remove or suspend restrictions on the use of technology during response to sudden-onset emergencies;

(f) To urge donors to make available to disaster-prone countries technologies and appropriate training that will enable them to strengthen their capacity to prevent, mitigate and respond to disasters;

(g) To encourage Governments in disaster-prone countries to establish national space-related information infrastructures to facilitate data exchange relating to disaster mitigation and response, including the necessary trained personnel, and to encourage donors to support such initiatives.

D. Coordinated response to crises of displacement

138. The General Assembly and the Economic and Social Council may wish:

(a) To reiterate that the primary responsibility for protection of and assistance to civilians in crises of internal displacement lies with the national authorities of the affected countries;

(b) To encourage humanitarian and development agencies to collaborate closely with Governments and local authorities in countries affected by internal displacement in order to strengthen the capacity of the authorities to ensure adequate levels of protection and assistance;

(c) To appeal to Governments and local authorities in countries affected by internal displacement to extend full cooperation and access to the agencies of the Inter-Agency Standing Committee in their efforts to bring help to the displaced;

(d) To support initiatives to raise the awareness of all relevant actors, including national and local authorities and agency field staff, of the rights of the internally displaced, as spelled out in the Guiding Principles on Internal Displacement;

(e) To encourage action by organizations of the United Nations system and partners in the Inter-Agency Standing Committee to ensure that a collaborative approach with clear lines of responsibility and accountability is consistently implemented in all countries affected by internal displacement and that the arrangements are subject to continuous and rigorous review;

(f) To encourage Governments, United Nations humanitarian and resident coordinators and country teams to make use of the expertise available from the United Nations High Commissioner for Human Rights, the United Nations High Commissioner for Refugees, UNICEF, WFP, the Representative of the Secretary-General on Internally Displaced Persons, as well as ICRC, in addressing crises of internal displacement;

(g) To encourage Governments concerned to recognize their responsibilities in searching for early and durable solutions to the plight of internally displaced persons, to recognize the right of the internally displaced to a sustainable livelihood and to enjoy the rights of ordinary citizens while displaced and to call on donors to support such initiatives;

(h) To urge donors to ensure adequate financial support for international activities on behalf of the internally displaced, including activities for strengthening their protection, and promoting self-sustainability and durable solutions.

Notes

[1] See *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 3* (A/54/3), chap. VI, para. 5.

[2] A/CONF.183/9.

[3] *Report of the Third United Nations Conference on the Exploration and Peaceful Uses of Outer Space, Vienna, 19-30 July 1999* (United Nations publication, Sales No. E.00.I.3).

[4] *Source:* UNHCR. These figures do not include an additional 1.3 million asylum seekers.

[5] In 1999, the United States Committee for Refugees listed 41 countries with a total of over 17 million such internally displaced persons. The United States Committee for Refugees cautions, however, that the total number may be much higher. The Representative of the Secretary-General on Internally Displaced Persons uses a figure of 20-25 million.

[6] *Source:* WFP, from the Norwegian Refugee Council.

[7] United Nations, *Treaty Series*, vol. 189, No. 2545.

[8] Ibid., vol. 606, No. 8791.

[9] Afghanistan, Angola, Bosnia and Herzegovina, Burundi, the Democratic Republic of the Congo, the Democratic People's Republic of Korea, Indonesia, Georgia, the Republic of Congo, Russian Federation/Chechnya, Rwanda, Sierra Leone, Somalia, the Sudan, Tajikistan, Yugoslavia, excluding Kosovo, and the Horn of Africa.

[10] Azerbaijan, Armenia, Colombia, Eritrea, Ethiopia, Sri Lanka and Uganda.

[11] United Nations, *Treaty Series*, vol. 75, Nos. 970-973.

[12] Ibid., vol. 1125, Nos. 17512 and 17513.

[13] E/CN.4/1998/53/Add.2.

[14] The *Handbook for Applying the Guiding Principles on Internal Displacement* and the *Manual on Field Practice in Internal Displacement* (Office for the Coordination of Humanitarian Affairs, November 1999).

Annex I

Follow-up to the agreed conclusions (1999/1) of the humanitarian affairs segment of the Economic and Social Council[a]

Issue	*Recommendation*	*Status of implementation*
Principles	3. The Council reaffirms that humanitarian assistance should be provided in accordance with and with due respect for the guiding principles contained in the annex to General Assembly resolution 46/182.	The Guiding Principles annexed to resolution 46/182 are routinely included in agreements signed with parties to conflicts allowing for the delivery of humanitarian assistance to victims in need. For example, in Somalia ground rules are being developed that would formalize the understanding between warring parties and humanitarian organizations. Such agreements continue to form the basis for humanitarian action in the Democratic Republic of the Congo, Sierra Leone, the Sudan and elsewhere.
Security	4 (a). The Council calls upon all parties to take measures to ensure the safety and security of international and local humanitarian personnel.	In its resolution 54/192 of December 1999, the General Assembly recommended specific measures for action aimed at strengthening the safety of United Nations and associated personnel, including a call on all States to become parties to the 1994 Convention on the Safety of United Nations and Associated Personnel. As at 15 May 2000, 43 States had signed the Convention, while 29 States had ratified it. The Assembly also recognized the need for a full-time security coordinator. The Secretary-General has announced his intention to make such an appointment. The Assembly requested the Secretary-General to prepare a report containing a detailed analysis and recommendations addressing the scope of legal protection under the 1994 Convention. This analysis will be submitted to the Assembly in a separate report.
International humanitarian law	4 (b). The Council calls upon all States to consider signing and ratifying the Rome Statute of the International Criminal Court.	As at 6 April 2000, there had been 8 ratifications and 96 signatures. The following countries have ratified the Statute: Belize, Fiji, Ghana, Italy, Norway, San Marino, Senegal and Trinidad and Tobago.

[a] See *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 3* (A/54/3), chap. VI, para. 5.

Issue	*Recommendation*	*Status of implementation*
Consolidated appeal process	5 (a). The Council notes that there is substantial further work to be done to strengthen the consolidated appeal process, especially in the area of prioritization within and among various sectors of activity, and to ensure an effective system for strategic monitoring and evaluation.	The Inter-Agency Standing Committee Reference Group on Improving the consolidated appeal process remains one of the most active subsidiary bodies. Substantial improvements have been made during the reporting period on a number of technical aspects, including prioritization and strategic monitoring and evaluation.
	5 (b). The Council also notes the importance of including security requirements of humanitarian personnel in the consolidated appeals.	A comprehensive review of the consolidated appeal process was carried out between November 1999 and April 2000. Recommendations resulting from that review centre on increasing flexibility, improving financial tracking and impact analysis and the broad area of advocacy and marketing of appeals.
	5 (c). The Council calls upon the international community, particularly donor countries, to increase their contributions to all consolidated appeals.	For 2000, many of the appeals included a security component. Requirements for 10 countries/regions totalling $8.5 million were included. As at 19 May 2000, $1,998,492 had been pledged/received in response to those requests. Donor response to the consolidated appeals for 1999 is considered satisfactory, with a global coverage of nearly 75 per cent. As at 19 May 2000, coverage of the 2000 appeals stood at 26.8 per cent.
Financing of the Office for the Coordination of Humanitarian Affairs	6. The Council requests the Secretary-General to continue his efforts to place the Office for the Coordination of Humanitarian Affairs on a sound financial basis.	In the current biennium, the estimated extrabudgetary resources represent 88.2 per cent and the regular budget 11.8 per cent of the overall resources required by the Office, as compared with 89.1 and 10.9 per cent, respectively, in the biennium 1998-1999.

Issue	*Recommendation*	*Status of implementation*
Transition	**10 (a). The Council stresses the need for early joint planning and prioritization, the central role of capacity-building and the importance of a clearly agreed division of labour through inter-agency collaboration.**	Under the leadership of the United Nations Development Programme (UNDP), the Inter-Agency Standing Committee Reference Group on Post-Conflict Reintegration produced a thorough report identifying five major interrelated areas or gaps affecting transitional operations: inadequacy of national capacities; political persuasions of bilateral actors; unsynchronized transitional funding; planning and programming of transitional activities by agencies; and inadequate efforts to reach agreements based on common strategic objectives.
	10 (b). The Council emphasizes that the planning for rehabilitation should begin at a very early stage, local actors should be involved, existing local capacities should be integrated and the assessment of needs should be demand-driven rather than agency-driven, with a view to ensuring effective response.	Guided by the findings of the report, four countries were identified for further study, Azerbaijan, Bosnia and Herzegovina, the Congo and Somalia. Inter-agency missions took place during April and May 2000 to those countries in order to identify creative and practical solutions to the problems associated with post-conflict transitions and relief to development linkages. It is foreseen that the missions will lead to the development of comprehensive guidelines tailored to post-conflict crisis situations that will address shortcomings in coordination and funding mechanisms in a practical manner.
	10 (c). The Council further emphasizes that a more systematic evaluation is needed and that lessons learned from previous experience should be more systematically taken into account.	
	10 (d). The Council affirms the view of the Secretary-General that contingency planning for both sudden reversals and unexpected opportunities is to be undertaken.	The Inter-Departmental Framework for Coordination Team is developing improved mechanisms to support contingency planning and preparedness.
Sanctions	**10 (e). The Council also recognizes the need to give proper consideration to the issue of the humanitarian impact of sanctions, in particular on women and children, with a view to minimizing the humanitarian effects of sanctions.**	The issue of the humanitarian impact of sanctions was given particular attention in the report of the Secretary-General to the Security Council on the protection of civilians in armed conflict (S/1999/957 of 8 September 1999). The Inter-Agency Standing Committee Reference Group on the Humanitarian Impact of Sanctions has been charged with follow-up to the recommendations in that report.
Disaster prevention, preparedness and response	**12 (a). The Council emphasizes the need for further concrete measures to reduce the vulnerability of societies to natural hazards, particularly in developing countries, small island developing States and landlocked countries.**	A number of specific activities have been undertaken. A comparative country index of vulnerability and disaster risk is being prepared as part of a global disaster vulnerability report intended to promote national efforts to mitigate risks. An inter-agency initiative is also under way to develop a core set of concepts, principles and general guidelines to facilitate inter-agency collaboration in disaster reduction issues.

Issue	*Recommendation*	*Status of implementation*
	12 (b). The Council also reaffirms that within such preventive strategies, disaster preparedness and early warning systems must be further strengthened at country and regional levels, *inter alia*, through better coordination among relevant United Nations bodies and cooperation with Governments of affected countries and regional and other relevant organizations.	An international partnership, the ProVention Consortium, was launched by the World Bank on 3 and 4 February 2000 with the aim of reducing the human and economic costs of natural disasters in the developing world. The United Nations, in collaboration with the Organization of African Unity, is planning a symposium on natural disaster management in Addis Ababa in June 2000.
	13 (a). The Council stresses the need to ensure adequate assessment of and follow-up to these innovative approaches and to draw the appropriate lessons for improving preparedness and response capacities and the integration of disaster reduction components into future development planning. The Council recognizes that these experiences could be developed and adapted to other situations that may arise in any country or region.	With respect to small island nations, a comprehensive vulnerability analysis is being made in Montserrat of those areas being resettled following the volcanic eruptions of 1997. The analysis will enable disaster risk considerations to be fully factored into land use planning and construction, ensuring that future vulnerability is greatly reduced. During 1999 and early 2000, the Inter-Agency Standing Committee Reference Group on Natural Disasters examined how to improve various aspects of the inter-agency response. The Group formulated a set of recommendations, currently being implemented, which include improved preparedness measures and early warning systems in disaster-prone countries, improved training for the United Nations disaster management teams and, in particular, a much greater interaction with the Governments of affected countries, at the national and local levels, with the affected communities and with the local humanitarian networks. Recommendations were also formulated for improving inter-agency needs assessment and coordination with bilateral actors.
Links to development	15 (a). The Council notes relief agencies in the planning for the meeting of immediate needs should place these needs in a perspective of sustainable development whenever such an approach is possible. 15 (b). At the field level, the Council calls on the resident coordinator and relevant agencies to improve response preparedness and capacity-building, including by	An example of inter-agency cooperation on strengthening response preparedness at the field and headquarters levels was the follow-up to the joint evaluation mission. (UNDP/Office for the Coordination of Humanitarian Affairs/United Nations Children's Fund and Pan American Health Organization) after hurricane Mitch in Central America, which was reported on to donors in December 1999. The Office for the Coordination of Humanitarian Affairs is expanding its network of regional disaster response advisers, who

Issue	*Recommendation*	*Status of implementation*
	maintaining a dialogue with all major actors.	are responsible for support of the emergency response and response preparedness activities of United Nations resident coordinators and disaster management teams in the respective regions. Agencies' participation in United Nations disaster assessment and coordination courses and emergency missions is also increasing. In the field of emergency telecommunications, inter-agency work on minimum standards of telecommunications for safety and security of humanitarian personnel is continuing in the Working Group for Emergency Telecommunications.
	15 (c). At the inter-agency level, the Council encourages the Emergency Relief Coordinator, members of the Inter-Agency Standing Committee and other members of the United Nations system to expand their efforts to promote response preparedness for natural disasters and other emergencies at the international, regional and national levels.	
	17 (a). The Council stresses that while development agencies must become involved early in a crisis, humanitarian agencies, within their respective mandates, must also integrate a development perspective in their planning.	The policy of the Inter-Agency Standing Committee on assistance to those living in *regroupement* camps in Burundi was amended to allow for the inclusion of educational activities as part of the emergency humanitarian response.
	17 (b). The Council also recognizes the importance of maintaining throughout the emergency, wherever possible, a certain degree of developmental functions, such as education and health care.	
The Balkans	18 (a). The Council stresses the need for a coordinated and comprehensive approach by the United Nations and other interested partners in planning the transition from humanitarian emergency assistance to rehabilitation and reconstruction in the Balkans.	The 2000 United Nations inter-agency consolidated appeal for the south-eastern Europe humanitarian operation promotes an integrated regional approach that supports the resolution of local crises and the stabilization of the broader region.
	18 (b). The Council requests the Secretary-General to ensure that updated information relating to strengthening coordination of the transition process in the Balkans is made available to the General Assembly at its fifty-fourth session.	The Administrator of the United Nations Development Programme presented an update on the strengthening of a coordinated transition process in the Balkans on 9 February 2000 during an informal meeting open to all Member States.
Strategic planning	19 (a). The Council encourages the further development of the strategic framework concept and in that context requests the Secretary-General to submit recommendations on the	A number of steps have been taken to ensure a more coherent approach between the humanitarian, political and human rights components of the international response to crises. In East Timor and Kosovo this consistency has been

Issue	*Recommendation*	*Status of implementation*
	preparation, scope and applicability of strategic frameworks.	achieved through the establishment of integrated peace operations, in which the humanitarian component has been established under the responsibility of a deputy special representative of the Secretary-General alongside the mission components for civil administration, governance and reconstruction and police and military forces.
	19 (b). It calls upon the Secretary-General and the Emergency Relief Coordinator to ensure a high degree of coherence between assistance and the political and human rights aspects of the United Nations response while maintaining their separate and mutually reinforcing nature.	In Sierra Leone, a strategic framework is being developed that clearly outlines the respective roles of the political/military mission, the assistance agencies and the human rights organizations, seeking to ensure that each is able to contribute effectively to the overall goal of peace-building.
	19 (c). The Council in particular encourages enhanced inter-linkages between the consolidated appeal process and the United Nations Development Assistance Framework and requests the Emergency Relief Coordinator, in collaboration with the United Nations development agencies, to intensify efforts in this respect at the country as well as the headquarters level. To this end, the Council underlines that cooperation between all actors, including United Nations bodies and non-governmental organizations, should be strengthened.	Work is under way to assess the appropriateness of applying the United Nations Development Assistance Framework in six countries where consolidated appeals are being applied.
Funding mechanisms	20. The Council calls on donor countries to ensure that their funding systems facilitate early, integrated approaches for recovery. Furthermore, the Council calls on donor countries to ensure continuity in and adequacy of funding from humanitarian assistance through transition activities to development cooperation, and reaffirms that contributions made for humanitarian assistance should not be to the detriment of resources made available for international cooperation for development.	Efforts by the United Nations to coordinate programming and funding requests have not been matched by more timely funding. In East Timor, notwithstanding joint presentations of emergency and recovery funding needs, efforts continue to be hampered by inadequate resources and slow disbursement of funds. A similar situation exists in Kosovo. In Sierra Leone, slow disbursement of funds for demobilization has led to delays in disarming fighters.
Post-conflict situations	21. The Council stresses that sustainable reintegration strategies, including comprehensive mine action programmes, wherever required,	Mine action programmes are routinely included in the consolidated appeals for countries affected by landmines.

Issue	*Recommendation*	*Status of implementation*
	are a substantial prerequisite for stabilization in post-conflict situations. The Council urges the Secretary-General and the Emergency Relief Coordinator to ensure that priority attention is given to effective programming in this field.	
Children	22. The Council also calls for systematic, concerted and comprehensive inter-agency efforts on behalf of children, as well as adequate and sustainable resource allocation, to provide both immediate emergency assistance to and long-term measures for children, throughout all phases of an emergency.	In its resolution 1261 (1999), on the question of children and armed conflict, the Security Council established the protection and welfare of children affected by armed conflict as an issue that belongs on its agenda. The Secretary-General will submit a report on the implementation of resolution 1261 (1999) in July 2000. In line with resolutions 1261 (1999) and 1265 (1999), the Security Council incorporated the protection of children into the mandates of the peacekeeping operations for the Democratic Republic of the Congo and Sierra Leone. Child protection advisers were appointed as integral elements of these two peacekeeping operations. The Inter-Agency Standing Committee plans to convene a reference group on children and armed conflict in late 2000.
Internally displaced persons	23 (a). The Council calls on all States to apply internationally recognized norms with regard to internally displaced persons. 23 (b). It also calls for further strengthening and coordination of international efforts for those persons in this regard.	Internally displaced persons have been the focus of much attention within the Inter-Agency Standing Committee process. Besides reviewing coordinating structures relating to internally displaced persons in specific countries, the committee issued a generic policy on the protection of internally displaced persons (December 1999) and guidance to humanitarian coordinators on responsibilities for United Nations coordination in crises of internal displacement (April 2000).
Gender	24. The Council stresses the need to integrate a gender perspective in the planning and implementation of activities and recommends that such a perspective be further promoted.	Following the approval of the Inter-Agency Standing Committee policy statement on gender in May 1999, an inter-agency workshop aimed at developing tools to integrate gender into the consolidated appeal process was held in July 1999. Country team members from Angola, the Democratic People's Republic of Korea and Tajikistan participated in the workshop and developed a checklist to integrate gender into needs assessments and planning of humanitarian assistance activities. In order to ascertain, a year after its adoption, whether the provisions

Issue	*Recommendation*	*Status of implementation*
		of the gender policy have been implemented, the Committee decided in April 2000 to request its Sub-Working Group on Gender to review the implementation of the policy statement, including the mainstreaming of gender issues in consolidated appeals.
Older persons	25. The Council recognizes the specific vulnerabilities of older persons in humanitarian emergencies and requests the Secretary-General to include in his report to the council at its next humanitarian segment measures taken by the United Nations to respond to the needs of older persons in humanitarian emergencies.	A background note on the elderly and humanitarian emergencies was considered by the Inter-Agency Standing Committee. In February 2000, it was agreed that the World Health Organization would lead a short-term task force to draw up an account of agency action in support of elderly victims of humanitarian emergencies.

Annex II

Lessons learned from the flood response in Mozambique

1. Mozambique's recent flood tragedy was brought about by a conjunction of several factors: an unusually heavy rainy season in the region where nearly half of Mozambique's rivers have their origins and the enormous amount of water tropical cyclone Eline discharged over the already saturated region at the end of February 2000. From the outset, the Government of Mozambique took the lead in coordinating the national and international response to the floods. The National Institute for Disaster Management (INGC), the Government's operational arm, led the huge task of coordinating the national, regional and international support to the affected population.

2. The first wave of flooding left many homeless and without personal effects. Development programmes, where feasible, were immediately retargeted to respond to emergency needs. The first few days of the second flood period saw horrendous pictures being flashed around the world of people stranded as the flood waters rose. It took several days for the response to match the scale of the disaster, which exceeded any normal response capacity. Even after support had been mobilized the same stories continued to be shown, even though the logistics and response capacity was growing daily.

3. The overwhelming response from private, governmental and non-governmental sources turned the humanitarian assistance operation for Mozambique into a positive example of collaboration between the principal actors, that is, the Government, the United Nations, donors, the military and non-governmental organizations. The role of the United Nations agencies was to support the Government, in particular the INGC, in managing the operation.

4. An air operations cell was established by WFP to coordinate the military assets made available by Governments for the rescue of flood victims and the transport of relief supplies. Three United Nations disaster assessment and coordination teams were fielded as an integral part of the INGC coordination structure. The teams strengthened the Institute's information management capacity and were instrumental in setting up a data bank for the tracking of contributions. They also assisted in the organization of the regular coordination meetings, chaired by the Minister of Foreign Affairs, in which government departments, donor representatives, United Nations agencies and non-governmental organizations participated.

5. At the international level, the Secretary-General nominated a special envoy for the relief effort. On 10 March 2000, the General Assembly adopted resolution 54/96 L, entitled "Assistance to Mozambique following the devastating floods", in which it urged the international community, the United Nations, the specialized agencies, international financial institutions and other bodies of the United Nations system as well as non-governmental organizations to aid the country. A total of $4 million was advanced from the Central Emergency Revolving Fund to support immediate relief operations.

6. Of particular note was the strong civil/military cooperation. There were massive military resources available for the relief operation. At one stage nearly 60 helicopters and fixed-wing aircraft were made available from Belgium, France, Germany, Malawi, South Africa, the United Kingdom of Great Britain and Northern Ireland and the United States of America. As a result of this experience, the Office for the Coordination of Humanitarian Affairs is exploring standby arrangements for airlift capacity.

7. The relief operation offers a number of lessons, which should be taken into consideration when preparing for future relief operations of such a dimension. These include:

(a) A national disaster plan should be prepared, together with a national disaster management policy. It should outline sectoral responsibilities for ministries in the event of natural disasters;

(b) Awareness campaigns can be effective to reduce the impact of natural disasters for communities at risk. Existing campaigns should be strengthened and extended to all vulnerable provinces;

(c) The database for mapping vulnerable areas needs to be improved. Support from the international aid community would greatly help in that effort;

(d) The role of the military in the acute response phase of an emergency should be strengthened and should be specified in the national disaster plan. Regional plans should be developed to ensure ready access to the military assets of neighbouring countries;

(e) Post-emergency evaluations should become a regular feature after each major emergency. They should be used as an opportunity not only to review the response effort, but also to look ahead at preventive approaches that could be adopted. Such a review should include engineers, environmentalists and specialists in agriculture, as well as others in the scientific and technological community;

(f) Since the headwaters of major rivers rise in other countries, the regional dimension of flood disasters should always be taken into account, including in early warning efforts and water management;

(g) The strengthening of the regional response to major emergencies should be explored;

(h) The relationship between the impact of a disaster and the poverty level of a region should be reviewed. It is also important to know the extent to which human activities in vulnerable areas aggravate or contribute to the severity of disasters. Strengthening the capacity of national authorities, United Nations agencies and non-governmental organizations to carry out vulnerability assessments should contribute to a better understanding of these factors and would constitute an important element for future preventive measures;

(i) More sophisticated early warning capacity needs to be developed in the private and public sector;

(j) The United Nations country disaster management team has an important role to play in developing and maintaining contingency and preparedness plans.

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Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations system related to the following theme: coordinated implementation by the United Nations system of the Habitat Agenda

Coordinated implementation by the United Nations system of the Habitat Agenda

Report of the Secretary-General

Summary

On 30 July 1999, the Economic and Social Council decided (decision 1999/281) that the sectoral theme of the coordination segment of its substantive session of 2000 would be the coordinated implementation by the United Nations system of the Habitat Agenda. The present report reviews the Habitat Agenda, regarding its commitments and action areas, outlines its relevance to the work of the United Nations system in the economic and social development field, provides information on the special session of the General Assembly for the review and appraisal of the implementation of the Habitat Agenda. Furthermore, the report offers proposals and recommendations to the Council for improving the coordinated implementation of the Habitat Agenda by the United Nations system.

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It will be recalled that the Istanbul Declaration on Human Settlements and the Global Plan of Action adopted at the United Nations Conference on Human Settlements (Habitat II) in Istanbul in June 1996 dealt with two key substantive areas of economic and social development: (a) adequate shelter for all and (b) sustainable human settlements development in an urbanizing world. The Habitat Agenda has designated the United Nations Centre for Human Settlements (Habitat) to serve as focal point of the United Nations for its implementation, and has invited the Secretary-General to ensure effective coordination of human settlements activities in the United Nations system. At the global level, the main responsibilities for implementation and follow-up of the Habitat Agenda rests with the Member States, the General Assembly, the Economic and Social Council and, particularly, the Commission on Human Settlements. Specifically, the Commission being a subsidiary body of the Council, is assigned the responsibility of promoting, reviewing, monitoring and assessing the progress made in implementing the Habitat Agenda goals of adequate shelter and sustainable urban development in all countries.

The first session of the Preparatory Committee for the Special Session of the General Assembly for an Overall Review and Appraisal of the Implementation of the Habitat Agenda (which took place in Nairobi from 8 to 12 May 2000) took note of the outline of this report. Also, the session requested a number of changes which have been incorporated. The elements of a proposed task manager system on the Habitat Agenda are outlined in section III entitled "Coordinated implementation of the Habitat Agenda", and a proposed distribution of tasks is illustrated in annex I of this report.

The coordination segment of the substantive session of 2000 of the Economic and Social Council is invited to review the performance of the United Nations system in providing coordination and targeted support to the implementation of the Habitat Agenda, and make recommendations on strengthening coordination, and further adjusting the activities and programmes of the United Nations system to incorporate the overall goals of the Habitat Agenda, as an integral part of the overall effort to strengthen international cooperation in the field of social and economic development.

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Introduction

1. The present report on the coordinated implementation by the United Nations system of the Habitat Agenda[1] has been prepared in response to General Assembly resolution 54/208 of 22 December 1999 on the implementation of the outcome of the United Nations Conference on Human Settlements (Habitat II) and to Economic and Social Council decision 1999/281 of 30 July 1999 on the themes for the substantive session of 2000 of the Council.

2. The General Assembly, in resolution 54/208, paragraph 10, welcomed the decision by the Economic and Social Council (Council decision 1999/281) to discuss human settlements issues at its coordination segment in 2000 and to have as its sectoral theme the coordinated implementation by the United Nations system of the Habitat Agenda, and requested the Secretary-General to ensure that the report submitted to the Council on the question, along with the recommendations of the Council thereon, be made available to the Assembly for its consideration under the sub-item entitled "Implementation of the outcome of the United Nations Conference on Human Settlements (Habitat II)".

3. The report submitted includes the views and recommendations of the Preparatory Committee for the Special Session of the General Assembly for an Overall Review and Appraisal of the Implementation of the Habitat Agenda, which held its first substantive session in Nairobi from 8 to 12 May 2000.

I. Human settlements issues in the United Nations system

4. The United Nations system considers the outcome of the United Nations Conference on Human Settlements (Habitat II) — the Habitat Agenda — to be the main point of reference for its work on human settlements issues. At Habitat II, most organizations and specialized agencies recorded their commitments towards implementing selected components of the Habitat Agenda. Subsequently, they designated focal points in their agencies for the Istanbul five-year review process.

5. As elaborated in the Istanbul Declaration on Human Settlements,[2] and the Global Plan of Action,[3] the objectives of the Habitat Agenda and strategies for their implementation revolve around two major themes: (a) adequate shelter for all and (b) sustainable human settlements in an urbanizing world. The Habitat Agenda extensively elaborates on these two themes, and spells out action areas regarding their implementation by countries, the international community and partners in civic society, through two main strategies: (a) capacity-building and institutional development and (b) international cooperation and coordination.

6. Concerning international cooperation and partnership, the Habitat Agenda states that the effective implementation of the outcome of the Conference in Istanbul should take into account the integration of the issues under the two major themes with the broader environmental, social and economic considerations. At the global level, the main responsibilities for implementation and follow-up of the Habitat Agenda rest with the Member States, the General Assembly, the Economic and Social Council and, particularly, the Commission on Human Settlements. Specifically, the Commission is assigned the responsibility of promoting, reviewing, monitoring and assessing the progress made in implementing the goals of adequate shelter for all and sustainable urban development in all countries. Furthermore, the Commission should assist the Council in coordinating the reporting on the implementation of the Habitat Agenda with the relevant organizations of the United Nations system. The Secretary-General is invited to ensure effective coordination of the implementation of the Habitat Agenda and adequate consideration of human settlements needs in all activities of the United Nations system. The Administrative Committee on Coordination (ACC) is called upon to review its procedures at the inter-agency level to ensure system-wide coordination and full participation of its entities in the implementation of the Habitat Agenda. Furthermore, the Habitat Agenda requests the Secretary-General to include the implementation of the Habitat Agenda in the mandates of the existing inter-agency task forces of ACC to facilitate integrated and coordinated implementation of the Habitat Agenda. Moreover, the Habitat Agenda invites all specialized agencies and related organizations of the United Nations system to strengthen and adjust their activities, programmes and medium-term strategies to take into account the follow-up to Habitat II, particularly at the global level.

A. Thematic issues

1. Urbanization (chapter IV.C of the Habitat Agenda)

7. "Rapid urbanization, the concentration of the urban population in large cities, the sprawl of cities into wider geographical areas and the rapid growth of mega-cities are among the most significant transformations of human settlements" (Habitat Agenda, para. 99). "During the course of history, urbanization has been associated with economic and social progress, the promotion of literacy and education, the improvement of the general state of health, greater access to social services, and cultural, political and religious participation ... Cities and towns have been engines of growth and incubators of civilization and have facilitated the evolution of knowledge, culture and tradition, as well as of industry and commerce" (ibid., para. 7).

8. The continued rapid growth of urban populations in developing countries, that is to say, those countries with the least financial resources to deal with the problems of urbanization, is one of the major challenges to humankind in the twenty-first century. Cities in developing countries are already faced by enormous backlogs in shelter, infrastructure and services and confronted with increasingly overcrowded transportation systems, unsustainable consumption patterns, deteriorating sanitation and environmental pollution.

9. National and local governments in developing countries have only a very limited capacity to cope with this transformation. This contributes to rapid increases in urban poverty, manifested through poor housing conditions, insecure land tenure, urban crime and homelessness. Moreover, poorly managed cities have negative impacts on environmental conditions. Taking into consideration pressing issues of human development, the Habitat Agenda states, however, that "urban settlements, properly planned and managed, hold the promise for human development and the protection of the world's natural resources through their ability to support large numbers of people while limiting their impact on the natural environment" (Habitat Agenda, para. 7).

(a) Specific issues of the Habitat Agenda and linkages with other United Nations development agendas

10. Sound urban policies are required to make urban development sustainable, and bring out the potentials of urban development for environmental management, democracy at the local level, social equity and justice, empowerment of the civil society, gender equality, and employment creation. These overriding goals become visible through the multiple and interdependent linkages between the commitments and action areas of the Habitat Agenda with those of other United Nations development agendas. They include: sustainable development (Agenda 21[4] adopted by the United Nations Conference on Environment and Development); poverty eradication (Programme of Action of the World Summit for Social Development[5]); population and urbanization (Programme of Action of the International Conference on Population and Development[6]); post-conflict rehabilitation (Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation, containing the Principles, the Strategy and the Plan of Action[7], adopted by the World Conference on Natural Disaster Reduction); and gender equality (Platform of Action[8] adopted by the Fourth World Conference on Women).

(b) Focus of present medium-term plan and work programme of the United Nations Centre for Human Settlements (Habitat)

11. The promotion of sustainable urban development through an integrated approach that includes policy advice, the setting of normative standards at global and regional levels, and the execution of operational projects at the local level is the focus of one subprogramme in the work of the Centre. The objective of the subprogramme is the adoption of socially integrated, inclusive, accessible, transparent, participatory and accountable urban governance and management, at the national and local levels, with a view to ensuring sustainable urban development. For this biennium, the entry point of the strategy for achieving these objectives is the launching and implementation of the Global Campaign on Urban Governance which links normative and operational activities and establishes norms of good urban governance at the global level. Included in this strategy is (a) the promotion of a World Charter of Local Self-

Government; (b) the setting of international norms of good urban governance; (c) The State of the World's Cities report; (d) a set of indicators on urban development, applicable at global, national and local levels; (e) a database on best practices in urban governance; and (f) post-conflict interventions through operational activities in Kosovo, East Timor, Somalia, Iraq, the Great Lakes region, and so forth.

2. Adequate shelter for all (chapter IV.B of the Habitat Agenda)

12. The Habitat Agenda affirmed that access to safe and healthy shelter and services was essential to a person's physical, psychological, social and economic well-being and should be a fundamental part of urgent action by the international community for the more than one 1 billion people without decent living conditions. Inadequate shelter and conditions of homelessness severely reduce the quality of life for people living in poverty in urban and rural areas, threatening standards of health and security. The rapidly increasing number of refugees and displaced persons aggravate the shelter crisis. The objective is to achieve adequate shelter and access to basic services for all, especially the deprived urban and rural poor, through an enabling approach to the development and improvement of shelter and services. Through the Habitat Agenda, States have reaffirmed their commitment to the full and progressive realization of the right to adequate housing, and recognized the obligation of Governments to enable people to obtain shelter and to protect and improve their dwellings and neighbourhoods.

(a) Specific issues of the Habitat Agenda and linkages with other United Nations development agendas

13. Enabling policies and programmes at the national and local level are to be implemented that assist the efforts of the private and non-governmental sectors, and the self-help efforts of poor residents in urban and rural areas, to improve shelter conditions. Effective programmes on shelter and services demonstrate their positive impact on social equity and justice, participatory development, inclusion and empowerment of socially excluded population groups, and democracy at the local level, and reduce incidences of community violence and crime. These overriding social development goals become visible through multiple and interdependent linkages of the commitments and action areas of the Habitat Agenda with those of other United Nations development agendas. They include: access to basic services (World Summit for Social Development, International Conference on Population and Development), right to an adequate standard of living and right to development (World Conference on Human Rights), social integration and social equity (World Summit for Social Development) and gender and equality (Fourth World Conference on Women).

(b) Focus of the present medium-term plan and work programme of the United Nations Centre for Human Settlements (Habitat)

14. The promotion of policies and programmes on the theme "Adequate shelter for all" is the focus of one subprogramme of the Centre. With an overall orientation towards reducing urban poverty, the subprogramme strategy applies, as its entry point, a human rights-based Global Campaign for Secure Tenure. Through this global campaign, the Centre promotes globally relevant norms and standards on secure land tenure and adequate housing and services, using an integrated approach of complementary action of research on norms and standards, capacity-building and direct intervention through field projects at the national and local levels. Other elements of the strategy include support for the mobilization of finance and credit, better shelter delivery mechanisms, improved provision of urban infrastructure and services, and effective monitoring of the implementation of the Habitat Agenda. A particular feature of the strategy is a focus on the role of women as active participants, at the national and local levels, in efforts to improve shelter conditions and access to services. The main results are expected to be (a) global awareness of the fundamental role of security of tenure for the provision of adequate shelter, infrastructure and services in rapidly urbanizing human settlements, (b) an increased commitment by Governments at the national and local level, and their partners in civil society to guiding public and private investments towards the provision of adequate shelter, basic infrastructure and services and (c) an enhanced capacity in the United Nations and Governments at the national and local level, as well as their partners, to monitor and assess urban conditions and trends, in the context of implementing the Habitat Agenda.

B. Capacity-building and institutional development (chapter IV.D of the Habitat Agenda)

1. Support to the sustainable development of human settlements

15. Capacity-building and institutional development in the field of human settlements have been among the Centre's main priorities since its creation, following the first United Nations Conference on Human Settlements, held in Vancouver in 1976. The Habitat II conference added a strong impetus to this commitment of the Centre. It has generated a significant increase in activities of the United Nations Centre for Human Settlements (Habitat) and its partners in this area and has placed capacity-building more explicitly than ever before in the urban development agenda of the international community.

16. Principal target groups, subject emphasis, strategies and methods have evolved considerably following Habitat II. Globally, the main trends of this process include:

(a) Emphasis on local authorities and on local non-governmental organizations and community-based organizations;

(b) Capacity-building of political actors: locally elected officials and other local leaders, in addition to management and professional staff;

(c) Increasingly multisectoral approaches, combining living environment and poverty reduction concerns;

(d) Increased gender focus;

(e) Ethical concerns: transparency, accountability, combating corruption;

(f) A move from individual training to capacity-building, including human resource development, institutional strengthening and supportive regulatory and legal frameworks;

(g) An increasing role of national associations of local authorities and their global networks, and of training and institution-building support to local governments;

(h) An increasing number of regional programmes and other initiatives aimed at strengthening national and local training institutions: building capacity to build capacity;

(i) A growing use of new technologies, with special regard to the Internet.

2. Specific issues requiring further attention by the United Nations system

17. As outlined by the Habitat Agenda, Governments and their partners have committed themselves to a range of actions whose implementation is largely dependent on increased capacity-building and institutional development. As most of these issues extend beyond a sectoral human settlements approach, they require considerable and wide-ranging multilateral coordination measures by the United Nations system, together with its civil society partners, in order to become effective and integrated at regional, national and local levels. Among these issues are:

(a) Decentralization and the strengthening of local authorities;

(b) Review of policies, and legislative and administrative procedures;

(c) Promotion of civic engagement;

(d) Training and capacity-building of elected officials at the local level;

(e) Management of domestic and local financial resources;

(f) Information exchange and the use of modern communication technologies.

C. International cooperation and coordination issues

1. Cooperation and coordination with Habitat partners and civil society organizations

18. In implementing the Habitat Agenda, Governments and their partners committed themselves to a strategy of partnership, in order to enable all partners in the public, private and community sectors to play a more effective and coordinated role in the development of sustainable human settlements and provision of adequate shelter and services. Subsequently, the Commission on Human Settlements accorded key roles to local authorities and

municipalities, and to non-governmental and community-based organizations.

19. Following intensive debate on the role of local authorities in implementing the Habitat Agenda, the Commission on Human Settlements, at its seventeenth session (resolution 17/18),[9] requested the Executive Director of the United Nations Centre for Human Settlements (Habitat) to establish a Committee of Local Authorities as an advisory body. This was seen as a major step in strengthening the dialogue with local authorities from all over the world involved in the implementation of the Habitat Agenda. The advisory body was constituted in January 2000 and has adopted a work plan for the current biennium. It is expected to act as a think tank and as an early warning system on the future of cities. The committee members will work with national Governments in a common effort to fulfil the goals of the United Nations to secure adequate shelter for all and sustainable urban development.

20. The global community of non-governmental organizations considers the results of Habitat II fundamental to outlining the future strategic and operational partnerships with civil society and its organizations in implementing the Habitat Agenda at regional, national and local levels. Given the wide diversity of purpose and focus among non-governmental organizations in the fields of housing and sustainable urban development, the seventeenth session of the Commission on Human Settlements was considered a useful opportunity to review and coordinate non-governmental organization strategies and policy approaches regarding the action areas of the Habitat Agenda. Particularly, the special sessions on thematic dialogues helped in formulating coordinated future action within the framework of Istanbul preparations.

21. The Habitat Agenda calls upon all partners to play an active role in the identification and documentation of best practices as one of the key means for monitoring trends, assessing progress and promoting the exchange of experience. In the process of implementing the Habitat Agenda several partner groups — among them local authorities, professionals, non-governmental organizations and the private sector — are organizing best practice competitions and exhibitions at the national and regional levels.

22. The Dubai International Award for Best Practices in Improving the Living Environment, established in 1995, continues to be instrumental in building a diverse database on significant initiatives for implementing the Habitat Agenda. This Best Practice Database is expected to demonstrate its full value in the context of the Istanbul five-year review process. On World Habitat Day, 2 October 2000, Dubai Municipality will present the Third Dubai International Award, for which 650 submissions are in competition.

23. Similarly, the Huairou Commission (a globally operating network of non-governmental organizations concerned with women and gender issues in human settlements development, established at the Beijing conference in 1995) launched a global call for "Our Practices" to identify, document and disseminate good and best practices in the promotion of women's equality and empowerment. As part of the preparatory process, the Huairou Commission intends to produce in 2000 a casebook on lessons learned from selected practices in promoting gender equality in human settlements development.

2. Issues of international cooperation and coordination requiring further attention by the United Nations system

24. At the global level, the commitments made by the international community in Istanbul regarding enhancing of international cooperation need to be revisited and increased. They are considered essential in providing the overall conditions and needed support for the implementation of national plans of action under the Habitat Agenda. Further attention is required to strengthen the modalities of partnership between the United Nations system and its partners in civil society, particularly with regard to:

(a) Mobilizing resources: multilateral, regional and bilateral technical and financial cooperation programmes;

(b) Promoting exchange of appropriate technology and access to information;

(c) Raising the priority of adequate shelter and sustainable urban development in international cooperation in light of their profound links with all aspects of social development, economic growth and environmental protection;

(d) Strengthening the strategic and operational partnerships with local authorities, non-governmental

and community-based organization, and the private sector.

II. Scope of the special session of the General Assembly for an overall review and appraisal of the implementation of the Habitat Agenda

25. In its resolution 52/190 of 18 December 1997, the General Assembly decided to hold a special session in the year 2001 for an overall review and appraisal of the implementation of the outcome of the second United Nations Conference on Human Settlements (Habitat II). It was further decided to designate the Commission on Human Settlements to serve as Preparatory Committee for this special session, to be serviced by the United Nations Centre for Human Settlements (Habitat) as its secretariat.

A. Key commitments and strategies

26. By adopting the Habitat Agenda at Istanbul, the international community endorsed the key principles of enablement, participation, partnership, capacity-building, monitoring and evaluation and international cooperation, as well as specific commitments and strategies.

27. The special session should focus on the review of the implementation of 20 key commitments and strategies, as proposed by the Commission on Human Settlements in its resolution 17/1[10] adopted on 14 May 1999. These key areas have been grouped into the six themes below, and the country reports — expected for September 2000 — should follow a similar structure.

Adequate shelter

1. Providing security of tenure
2. Promoting the right to adequate housing
3. Providing equal access to land
4. Promoting equal access to credit
5. Promoting access to basic services

Social development and eradication of poverty

1. Providing equal opportunities for a healthy and safe life
2. Promoting social integration and supporting disadvantaged groups
3. Promoting gender equality in human settlements development

Environmental management

1. Promoting geographically balanced settlement structures
2. Managing supply and demand for water
3. Reducing urban pollution
4. Preventing disasters and rebuilding settlements
5. Promoting effective and environmentally sound transportation systems
6. Supporting mechanisms to prepare and implement local environmental plans and local Agenda 21 initiatives

Economic development

1. Strengthening small enterprises and microenterprises, particularly those developed by women
2. Encouraging public-private sector partnerships and stimulating productive employment opportunities

Governance

1. Promoting decentralization and strengthening local authorities
2. Encouraging and supporting participation and civic engagement
3. Ensuring transparent, accountable and efficient governance of towns, cities and metropolitan areas

International cooperation

1. Enhancing international cooperation and partnerships

B. Actions at the regional, national and local levels

28. At Habitat II, Member States committed themselves to implementing the Habitat Agenda through local, national, subregional and regional plans of action and through the application of the strategic principles of the Habitat Agenda. The guidelines for country reporting indicate that the country reports are to provide the special session of the General Assembly with information, to the extent possible, for each of the 20 key commitments and strategies indicated above. The information should focus in particular on:

(a) Progress made since 1996;

(b) Prevailing conditions, new trends, emerging issues and major areas of concern;

(c) Policy and legislative decisions since Habitat II;

(d) Institutional and other obstacles encountered;

(e) Lessons learned, with emphasis on sustainability and impact;

(f) Recommendations for priority action.

29. The review should concentrate on actions at the local level, drawing upon lessons learned from, *inter alia*, Agenda 21 implementation through local Agenda 21 initiatives, and the identification of best practices including good policies, legislation and exemplary plans of action. The exchange of ideas and transfer of knowledge through best practices will emphasize sustainability and impact. The process is intended to lead to the formulation and prioritization of future initiatives at the national and local levels, which will be discussed during regional meetings in the last quarter of the year 2000 and at the second session of the Preparatory Committee.

C. Partnership and the role of civil society

30. The Habitat Agenda emphasizes the formation of effective partnerships among public, private, voluntary and community-based organizations, the cooperative sector and non-governmental organizations as being essential to the achievement of sustainable human settlements development and to the provision of adequate shelter for all. Such partnerships have been widely recognized as a key feature of the Habitat Agenda.

1. Role and activities of associations of cities and local authorities

31. Habitat II highlighted the increasing complexity of urban policy and stressed the need for a new paradigm of urban governance. Decentralization appeared as a worldwide trend in the period subsequent to Habitat II.

32. Defining the modalities of partnership between central and local governments in managing the living environment is the subject of a global initiative launched by the World Associations of Cities and Local Authorities Coordination (WACLAC) in cooperation with the United Nations Centre for Human Settlements (Habitat). It is intended that this initiative will lead to an internationally agreed framework for the practice of local democracy. Decentralization, local autonomy and sound urban governance are seen as prerequisites of sustainable urban development. Regional consultations have already been undertaken through active partnerships between central and local governments in all regions of the world.

33. The first session of the Preparatory Committee on the Istanbul five-year review (Nairobi, 8-12 May 2000) held a global dialogue on the theme "Towards a world charter of local self-government" which was attended by a number of mayors from all regions of the world, as well as leaders of international associations of local authorities. During the discussions on this global dialogue, there was broad agreement that an institutional and legal framework for decentralization was essential for implementing the Habitat Agenda. There was general consensus regarding the need to continue the discussion on the proposed world charter at the second session of the Preparatory Committee.

34. Also, the Preparatory Committee recognized the valuable contribution that the Advisory Committee of Local Authorities could make to the special session of the General Assembly, expressed its appreciation of the work of the Advisory Committee and requested it to continue its contribution to the preparatory process for the special session.

2. Role and activities of other partners

35. Significant partnership mechanisms have been devised through active participation of the civil society.

For example, the Global Parliamentarians on Habitat have held a series of regional and global meetings and have committed themselves to encouraging policy and legislative reforms that conform to the Habitat Agenda, a memorandum of understanding has been signed and a three-year work proposal agreed upon between Habitat and the Huairou Commission; and the researchers on human settlements have adopted a global agenda for policy-oriented research to help implement the Habitat Agenda.

36. The special session should review the specific contributions made by the different groups of partners to the implementation of the Habitat Agenda through local, national, subregional and regional plans of action. Such a review should focus on: the role and activities of cities and local authorities; the role and activities of other partners, such as non-governmental organizations and their national and international associations, the private sector, global parliamentarians, the academic field, trade unions and community groups; and the legal status of partners, to ensure their increased participation in the work of the Commission on Human Settlements.

37. In relation to the activities of the United Nations system aimed at facilitating the implementation of the Habitat Agenda, the review is expected to focus on: the role and activities of organizations and agencies of the United Nations system, including the Bretton Woods institutions; the role and activities of the regional commissions; the role of the United Nations resident coordinator system in combining adequate shelter for all and sustainable human settlements development with broader environmental, social and economic considerations; and the inclusion of urban issues in the United Nations Development Assistance Framework (UNDAF), the common country assessment (CCA) and the country strategy notes.

38. The expected outcome is a set of forward-looking recommendations and arrangements, which would clarify the role and modalities of intervention and reporting, and serve to strengthen participation and partnership for further implementation and monitoring of the Habitat Agenda as provided in document HP/C/PC.1/4 on the role of local authorities, other partners and relevant United Nations organizations and agencies in the review and appraisal process.

D. Monitoring and assessment

39. The Habitat Agenda entrusts the Commission on Human Settlements with the responsibility of reviewing and tracking progress made in implementing the goals of the Habitat Agenda by analysing relevant inputs from Governments, local authorities and their associations, non-governmental organizations and the private sector. The Commission secretariat, the United Nations Centre for Human Settlements (Habitat), together with other relevant organizations, is responsible for establishing an appropriate process for analysing and monitoring major trends in urbanization and the impact of urban policies, *inter alia*, through the preparation and dissemination of appropriate guidelines.

40. In keeping with the above, a series of guidelines containing detailed suggestions on how to organize the implementation process of the Habitat Agenda was issued and widely disseminated in the course of 1998. These guidelines included the following monitoring and assessment tools: guidelines for the United Nations resident coordinator system; guidelines for national Governments and Habitat national committees; guidelines for identifying and documenting best practices; and guidelines for collecting and analysing urban indicators data. In response to the universal need to assess conditions and identify priorities for sustainable human settlements development, these guidelines emphasize the need for strengthening monitoring and evaluation capabilities based on comparable indicators, nominated best practices and other information generated at all levels.

41. The Commission on Human Settlements commended the Centre on having set up the Global Urban Observatory (resolution 17/8),[11] which is expected to function as the United Nations system focal point for the various partner groups engaged in monitoring the implementation of the Habitat Agenda.

42. The special session of the General Assembly is expected to review the role of the Commission on Human Settlements and the United Nations Centre for Human Settlements (Habitat) in:

(a) Supporting the Habitat Agenda's worldwide monitoring process;

(b) Establishing a global network of observatories;

(c) Incorporating indicators as a tool for monitoring and assessment;

(d) Expanding best practice scope to include good policies, legislation and exemplary plans of action;

(e) Providing forward-looking recommendations and directions through which implementation at national and local levels could be promoted and supported.

43. Further to Commission on Human Settlements resolution 17/8 of 14 May 1999, in which the Commission called for, *inter alia*, the expansion of best practices to include urban policies, action plans and legislation, the secretariat has prepared a draft template for documenting urban policies and legislation. As requested by the first session of the Preparatory Committee on the five-year review of the Istanbul conference, the United Nations Centre for Human Settlements (Habitat) intends to combine best practices, enabling policies and legislation and action plans as a basis for identifying "Illustrative cities" for the two campaigns directed at secure tenure and urban governance.

44. In relation to the activities of the United Nations system as a partner in monitoring the implementation of the Habitat Agenda, the review is also expected to focus on the role of the United Nations resident coordinator system at the national level, in creating awareness on the benefits of monitoring; stimulating coordinated data collection and analysis; disseminating effective guidelines; and establishing observatories as a step towards a uniform United Nations monitoring system. The above is intended to result in a set of recommendations on future activities.

E. International cooperation

45. Relevant organizations and agencies of the United Nations system, including the Bretton Woods institutions, as well as 10 distinct groups of partners, made commitments to the implementation of the Habitat Agenda in Istanbul (see box).

1. The United Nations system

46. Strategies to eliminate poverty have focused on the following elements: implementing macroeconomic policies that combine economic growth with greater equity in income distribution; promoting decent employment and incomes in both the formal and informal sectors; ensuring access to affordable social services; putting in place social safety nets for vulnerable groups or those excluded from the labour market; and fostering organization, empowerment and participation of the poor to advance their interests.

47. Five per cent of all United Nations Development Programme (UNDP) programmes and projects are related to urban development and many of them are executed by the United Nations Centre for Human Settlements (Habitat) at the global, regional, national and local levels.

48. Involvement of other United Nations organizations in the implementation of the Habitat Agenda includes:

(a) Activities addressing institutional reforms and sustainable human settlements by the regional commissions;

(b) The Child-Friendly Cities Initiative of the United Nations Children's Fund (UNICEF); and the Healthy Cities Programme of the World Health Organization (WHO);

(c) The global International Labour Organization (ILO) "Urban employment programme: better jobs for the informal economy";

(d) The capacity-building and training projects of the United Nations Educational, Scientific and Cultural Organization (UNESCO) aimed at addressing the needs of national and local authorities; and work by the United Nations High Commissioner for Human Rights on housing rights;

(e) Energy, water and waste treatment programmes of the United Nations Industrial Development Organization (UNIDO);

(f) Research of the Food and Agriculture Organization of the United Nations (FAO) on a balanced development of rural settlements;

(g) Technical cooperation activities of the Department of Economic and Social Affairs of the United Nations Secretariat in the areas of fresh water, energy and transport; social development; and public policy and public administration;

(h) United Nations Environment Programme (UNEP) activities on environmentally sound urban technologies and local implementation of Agenda 21.

United Nations commitments made in Istanbul	
ILO	Expansion and protection of employment and work, the promotion of small and medium-sized enterprises, cooperative and other measures designed to optimize the impact of shelter-related programmes on employment creation and poverty alleviation;
UNESCO	Preservation and conservation of settlements of historical and cultural value; networking with education and scientific institutions related to human settlements;
WHO	Strengthening health services and linking public health to basic urban services, joining in and encouraging inter-agency partnerships;
World Bank	Supporting the provision of basic urban services, urban environmental improvement and strengthening urban finance; formulation of strategic frameworks to reduce poverty in urban areas of developing countries;
IMF	Technical assistance and policy advice on public-private collaboration for increasing private-sector funding for housing and infrastructure;
WMO	Linkages between, and impact of urbanization and population growth on, *inter alia*, climatology, meteorology, operational hydrology and water resources;
UNIDO	Urban industrial productivity, particularly in the areas of infrastructure development, and the construction and building sectors;
UNCTAD	Monitoring major trends of urbanization and the impact of urban policies in connection with changes in the global economic environment and, especially, the implications of international financial liberalization for housing and urban finance in developing countries;
UNEP	Environmental assessment, monitoring and evaluation, particularly in the areas of sustainable patterns of consumption and production, transportation and waste management strategies, coastal and freshwater resources, hazardous waste management and the reduction and phasing out of ozone-depleting substances and the reduction of greenhouse gases;
UNHCR	Coordination of disaster mitigation, disaster relief and post-disaster rehabilitation and reconstruction efforts, and coordination of refugee repatriation and resettlement initiatives;
WFP	Linking food aid to the provision of rural and urban infrastructure, particularly after civil conflict, with special emphasis on the role of women;
UNDP	Promotion of people-centred development though support to thematic multisectoral programmes of national Governments, local authorities, non-governmental organizations and other partners through its network of country offices; support for the mobilization and coordination of donor and domestic resources for capacity-building;
UNICEF	Urban basic services, child protection and defence and promotion of social inclusion and equity;
UNFPA	Urban and rural poverty alleviation and eradication through suitable reproductive health programmes and research into the linkages among population, migration and urban growth and their implications for human settlements;
UNU	Dissemination of research methods and tools relevant to urbanization and urban development;
UNCHR	Integrating strategies of the Habitat Agenda with ongoing and future human rights activities; establishing field advisory services and technical assistance;

UNV	Stimulating volunteer contributions at all levels in support of vulnerable groups and with a specific view to building capacity to combat poverty;
UNIFEM	Promoting gender equity and equality in areas covered by the Habitat Agenda;
Regional commissions	Monitoring and support of sustainable human settlements development activities relevant to the specific context of each region; exercising a coordinating and integrating role in furthering the implementation of the Habitat Agenda through advisory services; strengthening regional networks for the exchange of information and experience; and harmonizing relevant national policies and strategies, particularly those that have critical cross-border impacts.

Source: Report of the Secretary-General (A/51/384) to the fifty-first session of the General Assembly on the implementation of and follow-up to the outcome of the United Nations Conference on Human Settlements (Habitat II).

49. Major contributions of the World Bank to the implementation of the Habitat Agenda include urban lending operations, especially for urban infrastructure and services. The World Bank supports and participates in a variety of relevant global networks and inter-agency partnerships, including, in particular, the Cities Alliance, an initiative jointly launched in 1999 by the World Bank and Habitat. The Cities Alliance focuses on the needs of the urban poor and supports operational activities in two thematic areas: city development strategies, and upscaling of slum upgrading.

50. The former President of South Africa, Nelson Mandela, joined national and local government leaders in launching the Cities Without Slums effort in Berlin in December 1999. The Cities Without Slums action plan is a component of the Cities Alliance and focuses on upgrading the most squalid, unhealthy and unserved urban slums and squatter settlements in the world. The plan also calls for increasing investments aimed at the provision of basic services to the urban poor through a worldwide effort to move from pilot projects to city-wide and nationwide upgrading policy.

2. The global campaigns

51. It is clear that globalization provides great opportunities but also carries risks and challenges for urban policy makers. The world is facing an unprecedented scale of urbanization accompanied by increased poverty, deterioration of the urban environment, and inability of cities to manage day-to-day activities. As part of its efforts to combat poverty and to make a tangible change in the quality of urban life, the United Nations Centre for Human Settlements (Habitat) has built on its years of experience to launch two global campaigns, which were approved in May 1999 by the Commission on Human Settlements. The first, which constitutes the entry point to the subprogramme Adequate shelter for all is the Global Campaign for Secure Tenure, whereas the entry point to the subprogramme Sustainable urban development is the Global Campaign for Good Urban Governance.

52. The Global Campaign for Secure Tenure has recently been launched, and marks a new approach to shelter policy. Secure tenure has been identified as the most significant requirement in a successful shelter strategy, especially since it addresses the physical insecurity that is often a daily reality for the urban poor.

53. The campaign is supported by a targeted work programme that will offer viable policy options on tenure systems, and the provision of basic services as well as housing finance and microcredit. Particular emphasis is placed on the role of women, especially their equal treatment in respect of inheritance rights and access to credit.

54. The campaign has already mobilized partners around the preparation of a declaration on global norms of secure tenure, which may be seen as the first step towards the adoption of an international convention on housing rights. This normative framework has been presented to the Preparatory Committee for deliberation. The draft declaration is placed in the agenda of the second session of the Preparatory Committee. A series of policy papers are also being prepared, as is the United Nations housing rights programme, which will be undertaken in partnership

with the Office of the United Nations High Commissioner for Human Rights. A recent highlight of this collaboration is the decision of the Human Rights Commission, at its session in April 2000, to appoint a Special Rapporteur on Housing Rights for a duration of three years.

55. In addition, the United Nations Centre for Human Settlements (Habitat) has also launched the Global Campaign for Good Urban Governance with the major objective of improving the quality of life in urban areas, especially for the poor and marginalized. The campaign strategy is to promote international goals that would be endorsed by the international community during the special session and would promote inclusive decision-making processes to be adopted worldwide at local level.

56. The campaign is in the process of mobilizing strategic partners around two set goals: a declaration on norms of good urban governance, and a synthesis of practical examples of inclusive decision-making processes from cities throughout the world. The draft declaration will be in the agenda of the second session of the Preparatory Committee.

57. A draft policy paper on the role of women in governance, a set of indicators and a monitoring framework for preparing a good governance index of cities are also being drafted. Two dialogues on the norms of secure tenure and good urban governance respectively were held during the first session of the Preparatory Committee in May 2000.

58. In line with General Assembly resolutions on operational activities, the United Nations Centre for Human Settlements (Habitat) intends to play an active role as a member of the United Nations Development Group (UNDG) in bringing urban issues into the United Nations policy formulation and programming process, at a global level, and in the collaborative assessment of needs and capacities at local and national levels.

59. In the context of the strategic principles of the Habitat Agenda (enablement, partnership, participation, capacity-building and monitoring of progress through networking), the special session should review: the roles and activities of organizations and agencies of the United Nations system, including the Bretton Woods institutions, in integrating the themes of adequate shelter for all and sustainable urban development into the international response to national priorities for technical cooperation; the roles and activities of the Economic and Social Council and the Commission on Human Settlements in the coordination of the implementation of the Habitat Agenda; and activities at the regional level undertaken by the regional commissions, including high-level meetings, to exchange experiences and adopt appropriate measures for cooperation with intergovernmental organizations and regional development banks.

60. Lastly, the special session should address the issue of new and additional financial resources needed to implement the Habitat Agenda through international cooperation and better use of available resources, while reviewing institutional arrangements for reporting, as indicated in the report of the Executive Director (HS/C/PC.1/4) on the role of local authorities, other partners and relevant United Nations organizations and agencies in the review and appraisal process.

III. Coordinated implementation of the Habitat Agenda

A. Present situation

61. Currently, the United Nations Centre for Human Settlements (Habitat), in its capacity as focal point for implementing the Habitat Agenda, is participating in two of the committees established by the Secretary-General as part of his reform programme: (a) United Nations Development Group (UNDG), and (b) Executive Committee on Economic and Social Affairs (EC-ESA). The focus on Centre participation in the work of UNDG has been mainly on (a) introducing the concerns of the Habitat Agenda into the Guidelines for the United Nations Development Assistance Framework (UNDAF), (b) contributing to the establishment of a system of indicators on the follow-up to world conferences and (c) contributing to the work of the Sub-group on the Right to Development. The participation of the Centre in the work of EC-ESA has mainly centred around its role as task manager on implementing chapters 7 and 21 of Agenda 21. At the inter-agency level, the Centre participates in the work of the relevant ACC subsidiary bodies, including the Consultative Committee on Programme and Operational Questions (CCPOQ) and the Inter-Agency Committee on Sustainable Development (IACSD).

62. Experience since Habitat II has shows that arrangements need to be reinforced to ensure a more systematic collection of information and monitoring of activities throughout the system relevant to the implementation of the Habitat Agenda. This would in turn make it possible to identify on a more systematic basis, gaps, overlaps or opportunities for matching supply with demand for support and cooperation. There is a need for the international community to:

(a) Convene an urban forum of support agents, including international and regional multilateral and bilateral agencies, international and regional associations of local authorities and umbrella non-governmental organizations, to identify existing and emerging roles, to clarify their ongoing and planned contributions and to coordinate modalities of support;

(b) Devise an information-sharing system and framework for documenting and analysing international support and cooperation, lessons learned and opportunities for collaboration;

(c) Establish information and communication protocols and working modalities to strengthen mechanisms and means of cooperation and collaboration.

63. The above mechanisms would constitute a knowledge base that could be used:

(a) By international organizations to enhance efficiency in the use of their resources and to share lessons learned in order to improve the effectiveness of their modalities of support;

(b) By local stakeholders to obtain a clearer picture of how different resources and modalities of support can be accessed and taken advantage of for the implementation of their respective plans of action;

(c) By global partners involved in the implementation of the Habitat Agenda.

B. Elements of a Habitat Agenda task manager system

64. Given that the mechanisms for the review of the Habitat Agenda are already well established for partners at the national and local levels, the initial and primary purpose of a Habitat Agenda task manager system would be to address the gap in the information and reporting framework within the United Nations system. Once the system is developed and fine-tuned, it should be expanded to include other partners working at the international and regional levels, in line with the partnership concept of the Habitat Agenda. The Economic and Social Council, after debating the merits of such an approach, may wish to encourage the Commission on Human Settlements to make use of the task manager system for reporting on the coordinated implementation of the Habitat Agenda. It should be recalled in this connection that the task manager approach is extensively utilized within the ACC machinery including for reporting on cross-cutting themes in follow-up to the world conferences of the 1990s.

65. Substantive action areas of the Habitat Agenda have close linkages with the action areas of previous world conferences, and offer a framework to the United Nations system for operationalizing the range of commitments on cross-cutting themes through action at the local level.

66. The Habitat Agenda calls for a policy and capacity-building focus in support of national and local plans of action. In order to be effective, and as a general principle, such national and local plans of action require close coordination with those established by the United Nations system in the follow-up to other world conferences. Therefore, the proposed objectives of a Habitat Agenda task manager system are to:

(a) Foster collaboration and cooperation among United Nations agencies and organizations and other international partners through the systematic sharing of information and the mobilization of resources, particularly as concerns the coordinated and complementary implementation of cross-cutting themes at national and local levels;

(b) Strengthen the coordination role of the United Nations Centre for Human Settlements (Habitat) as focal point for the coordination of the Habitat Agenda in the United Nations system;

(c) Establish an urban knowledge base in support of the implementation of national and local plans of action, including inputs to the United Nations Development Assistance Framework (UNDAF) and support to the common country assessment process;

(d) Identify new and emerging issues in shelter and sustainable urban development that need to be taken into consideration in policy development;

(e) Assess the capacity-building implications of turning policies into practice;

(f) Formulate guidelines and provide support for transforming good practices and lessons learned from experience into policies at the national and global levels.

67. The concept of a proposed task manager system for the Habitat Agenda was outlined to the Preparatory Committee for the five-year review of the Istanbul conference at its first session which was held in Nairobi from 8 to 12 May 2000. The Preparatory Committee recommended that the proposed task manager system should not sideline the United Nations Centre for Human Settlements (Habitat) from its focal point role, but rather strengthen its central leadership role of coordinating the commitments and activities of the United Nations system. A further review of the usefulness of the system in the preparatory process for the special session of the General Assembly on the five-year review of the Istanbul conference would be appropriate, particularly with regard to its complementarity with and support for the designated role of the Centre as focal point for implementing the Habitat Agenda (para. 229 of the Habitat Agenda). The task manager system proposed for the coordinated implementation of the Habitat Agenda does not replace the focal point role of the Centre for all subject areas listed in annex I. Considering the close links of these subject areas with the mandates of other organizations in the United Nations system, the value of such a system for the Habitat Agenda derives from its potential to engage the coordinated support of the organizations and agencies of the United Nations system in a structured and focused way.

C. Substantive focus

68. The substantive focus of the task manager system would be the twin goals of the Habitat Agenda, namely, adequate shelter for all and sustainable urban development. Reporting and information-sharing would focus initially on the key items for country reporting, namely:

(a) Shelter: tenure, right to housing, land, credit and basic services;

(b) Social development and poverty reduction: health, safety and social integration;

(c) Environmental management: balanced settlements, water, urban pollution, transportation and local Agenda 21 initiatives;

(d) Economic development: microenterprises and women, public-private partnerships and employment;

(e) Governance: decentralization, civic engagement and urban governance;

(f) International cooperation.

69. These key items demonstrate the cross-cutting nature of the Habitat Agenda commitments and action areas. They lend themselves to a coordinated and integrated approach, particularly as regards the need for joint action at the national and local levels, by a fairly representative cross-section of relevant United Nations organizations and agencies.

70. The close parallels between the proposed system and the country reporting process would enable the international community to easily identify major gaps, overlaps and priorities for the effective and efficient allocation and mobilization of resources in support of the implementation of national and local plans of action.

71. International support and cooperation, in each of the above areas and clusters, would be documented, analysed and mapped. The resulting output would be a comprehensive source of information on geographical and topical coverage, and modalities of support and their contribution to one or more of the strategic objectives of the Habitat Agenda, namely, participation, partnership, decentralization, capacity-building, networking and the use of information in support of decision-making.

IV. Recommendations

72. As elaborated above, the two themes of the Habitat Agenda, namely, (a) adequate shelter for all and (b) sustainable urban development, are excellent vehicles for advancing the wide scope of the United Nations global commitments on economic, social and environmental issues, particularly at national and local levels. The United Nations system of organizations and agencies is called upon to enhance its capacity for coordinated and complementary action and to make such efforts visible at regional, national and local levels, with a view to supporting sustained

implementation of the broad range of commitments agreed at Istanbul in 1996.

73. In order to strengthen both integrated and coordinated implementation of the Habitat Agenda, the Economic and Social Council could:

1. Modalities of a United Nations-coordinated approach for implementing the Habitat Agenda

(a) Reaffirm that the Economic and Social Council, together with the General Assembly and the Commission on Human Settlements, constitutes a three-tiered intergovernmental mechanism to oversee the coordination of activities for the implementation of the Habitat Agenda (see Assembly resolution 51/177, para. 13, and Habitat Agenda, paras. 214 and 226);

(b) Take note of the efforts of the Commission on Human Settlements in promoting, reviewing, monitoring and assessing progress achieved with respect to implementing the twin goals of the Habitat Agenda (Habitat Agenda, para. 222);

(c) Request the Executive Committee of the United Nations Development Group (UNDG) to undertake a review of the follow-up of commitments made by UNDG member organizations on implementing the goals of the Habitat Agenda;

(d) Recommend to the Administrative Committee on Coordination (ACC) to provide effective support to the coordinated implementation of the Habitat Agenda, including as part of its ongoing efforts to promote an integrated follow-up to United Nations global conferences;

(e) Confirm the status and role of the United Nations Centre for Human Settlements (Habitat) with regard to coordinating and monitoring the implementation of the Habitat Agenda and servicing the Commission on Human Settlements, and recommend that sufficient human and financial resources be provided for this function (Habitat Agenda, para. 229; General Assembly resolution 54/208, para. 9);

(f) Lend its active support to the system-wide establishment and functioning of an urban forum of bilateral and multilateral support agencies engaged in urbanization issues.

2. Priorities for system-wide action

(a) Call upon local authorities and their international associations to strengthen their role and contributions to implementing the Habitat Agenda, and consider inviting the United Nations Advisory Committee of Local Authorities to contribute to the work of the Economic and Social Council on coordinating the follow-up of United Nations international conferences and world summits (General Assembly resolution 53/180, para. 7; and resolution 1/2 adopted by the Preparatory Committee at its first session, para. 1);

(b) Highlight the particular significance of the commitments of the Habitat Agenda with regard to cross-cutting issues (for example, sustainable human settlements, urban poverty, gender, involvement of the civil society) and take them into account when setting up working agendas of future coordination segments of the Economic and Social Council;

(c) Request the relevant organizations and agencies of the United Nations system that made commitments in Istanbul to intensify their efforts in incorporating the goals of the Habitat Agenda into their work programmes, and identify specific roles in accordance with the proposed task manager system (General Assembly resolution 53/180, para. 13);

(d) Take note of the efforts of the United Nations Centre for Human Settlements (Habitat) in monitoring and assessing progress in implementing the Habitat Agenda through globally and regionally applicable sets of indicators, and compilation and dissemination of best practices, and request relevant organizations and agencies of the United Nations system to make use of such tools when reporting to the Commission on Human Settlements and the Economic and Social Council on their contributions to implementing the Habitat Agenda;

(e) Invite the international community, as well as the United Nations system of organizations and agencies, to actively provide support to developing countries in implementing the commitments made at Istanbul, particularly with regard to urban poverty reduction and reconstruction programmes in post-conflict situations (resolution 1/3 adopted by the Preparatory Committee at its first session, para. 19);

(f) Consider the usefulness of a declaration on the role of cities and human settlements in the new

millennium, and recommend its adoption by the special session of the General Assembly for the five-year review of the outcome of the Istanbul conference (resolution 1/3 adopted by the Preparatory Committee at its first session, para. 16).

3. Coordination of the United Nations system in preparing for the special session of the General Assembly for the five-year review of the outcome of the Istanbul conference

(a) Consider the adoption of a Habitat Agenda task manager system to facilitate coordinated implementation of the Habitat Agenda by the United Nations system of organizations and agencies, and to streamline reporting to the Commission on Human Settlements and to the Economic and Social Council, in accordance with the framework presented in this report (see annex II);

(b) Request the organizations and agencies of the United Nations system to review their commitments made at Istanbul and inform the Council of their specific contribution to the special session for the five-year review of the outcome of the Istanbul conference;

(c) Invite the organizations and agencies of the United Nations system to consider contributing to the set of proposed actions, as outlined in section III of this report on coordinated implementation of the Habitat Agenda;

(d) Request the regional commissions to support the holding of regional meetings in preparation for the special session of the General Assembly for the five-year review of the outcome of the Istanbul conference (General Assembly resolution 53/180, paras. 11 and 12; and resolution 1/3 adopted by the Preparatory Committee at its first session, para. 8);

(e) Call on Member States to make voluntary financial contributions to assist developing countries, particularly the least developed countries, in participating fully in the special session of the General Assembly for the five-year review of the outcome of the Istanbul conference and its preparatory process (General Assembly resolution 53/180, para. 14; Assembly resolution 54/209, para. 5);

(f) Call for increased international cooperation in supporting the coordinated implementation of the Habitat Agenda (General Assembly resolution 54/208, para. 10; Assembly resolution 54/209, para. 3).

Notes

[1] Report of the United Nations Conference on Human Settlements (Habitat II), Istanbul, 3-14 June 1996 (United Nations publication, Sales No. E.97.IV.6), chap. I, resolution 1, annex II.

[2] Ibid., annex I.

[3] Ibid., annex II, chap. IV.

[4] Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

[5] Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995 (United Nations publication, Sales No. E.96.IV.8), chap. I, resolution 1, annex II.

[6] Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

[7] A/CONF.172/9, resolution 1, annex I.

[8] Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995 (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

[9] See Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 8 (A/54/8), annex I.A.

[10] Ibid.

[11] Ibid.

Annex I

Illustrative framework for a Habitat Agenda task manager system

(overall focal point: United Nations Centre for Human Settlements (Habitat))

Tasks	*Reporting manager(s)*
Shelter	
Security of tenure	Habitat
Right to adequate housing	OHCHR
Access to land	FAO/Habitat
Access to credit	World Bank
Access to basic services	UNICEF/Habitat
Social development and poverty eradication	
Health and safety	WHO/Habitat
Social integration	DESA
Gender equality	UNIFEM/UNFPA
Environmental management	
Balanced settlements	UNFPA/UNCRD
Water management	UNEP/Habitat
Urban pollution	UNEP/WMO
Disaster prevention and reconstruction	OCHA/Habitat
Transportation	World Bank/Habitat
Local Agendas 21	Habitat/UNEP
Economic development	
Small enterprises and microenterprises (including women)	UNDP/ILO
Public-private partnerships and employment	ILO/UNDP
Governance	
Decentralization	Habitat/DESA
Participation and civic engagement	UNESCO/Habitat
Urban governance	Habitat/UNDP

Note: The following abbreviations are used:

DESA:	Department of Economic and Social Affairs of the United Nations Secretariat
FAO:	Food and Agriculture Organization of the United Nations
ILO:	International Labour Organization
OCHA:	Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat
OHCHR:	Office of the United Nations High Commissioner for Human Rights
UNCRD:	United Nations Centre for Regional Development
UNDP:	United Nations Development Programme

UNEP:	United Nations Environment Programme
UNESCO:	United Nations Educational, Scientific and Cultural Organization
UNFPA:	United Nations Population Fund
UNICEF:	United Nations Children's Fund
UNIFEM:	United Nations Development Fund for Women
WHO:	World Health Organization
WMO:	World Meteorological Organization

Annex II

Draft Habitat Agenda task managers' reporting format

1. Agency/organization/department.
2. Programme/campaign/initiative.
3. Thematic focus (one or more of the 19 key items).
4. Strategic focus (one or more of the strategic objectives of the Habitat Agenda):
   - Partnership;
   - Participation;
   - Decentralization;
   - Capacity-building;
   - Networking and information.
5. (a) Entry point/partner(s):
   - National government/agency;
   - Local authority;
   - Private sector;
   - Non-governmental organization/community-based organization;
   - Research or training institution;
   - Other;

   (b) Other collaborating partners (international and/or regional).
6. Geographical coverage.
7. Target population.
8. Level of intervention in the policy/programming cycle:
   - Information gathering and analysis;
   - Strategic planning and development;
   - Resource mobilization;
   - Implementation;
   - Monitoring and evaluation;
   - Other.
9. Resource allocation (external, domestic, in-cash, in-kind).
10. Indicators of impact and sustainability.
11. Lessons learned.
12. Transfers/replication.

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Economic and Social Council
Substantive session of 2000
Item 11 of the provisional agenda**
Economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the occupied Palestinian territory, including Jerusalem, and the Arab population in the occupied Syrian Golan

Economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the occupied Palestinian territory, including Jerusalem, and of the Arab population in the occupied Syrian Golan

Note by the Secretary-General

In its resolution 1999/53 of 29 July 1999, entitled "Economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the occupied Palestinian territory, including Jerusalem, and the Arab population in the occupied Syrian Golan", the Economic and Social Council requested the Secretary-General to submit to the General Assembly at its fifty-fifth session, through the Council, a report on the implementation of the resolution. The General Assembly, in its resolution 54/230 of 22 December 1999, reiterated the request for a report. The annexed report, which has been prepared by the Economic and Social Commission for Western Asia (ESCWA), is submitted in response to the two resolutions.

* A/55/50.
** E/2000/100.

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Annex

Report prepared by the Economic and Social Commission for Western Asia

I. Introduction

1. At its substantive session, the Economic and Social Council adopted, on 29 July 1999, resolution 1999/53 on the economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the occupied Palestinian territory, including Jerusalem, and of the Arab population in the occupied Syrian Golan. The resolution, *inter alia*, stressed the importance of the revival of the Middle East peace process on the basis of Security Council resolutions 242 (1967) and 338 (1973) of 22 October 1973, and 425 (1978) of 19 March 1978, and the principle of land for peace as well as the full and timely implementation of the agreements reached between the Government of Israel and the Palestine Liberation Organization, the representative of the Palestinian people. It also stressed the need to preserve the territorial integrity of all of the occupied Palestinian territory and to guarantee the freedom of movement of persons and goods in the territory, including the removal of restrictions on going into and from East Jerusalem, and the freedom of movement to and from the outside world. The resolution also stressed the vital importance of the operation and construction of the Gaza airport, the seaport in Gaza and safe passage to the economic and social development of the Palestinian people. The resolution called upon Israel to cease its measures against the Palestinian people, particularly the closure of the occupied Palestinian territory, the enforced isolation of Palestinian towns, the destruction of homes and the isolation of Jerusalem. The resolution reaffirmed the inalienable right of the Palestinian people and the Arab population of the occupied Syrian Golan to all their natural and economic resources and called upon Israel not to exploit, endanger or cause loss or depletion of those resources. It also reaffirmed that Israeli settlements in the occupied Palestinian territory, including Jerusalem, and the occupied Syrian Golan, were illegal and an obstacle to economic and social development. In the resolution, the General Assembly requested the Secretary-General to submit a report on its implementation to the General Assembly at its fifty-fourth session, through the Economic and Social Council.

2. In its resolution 54/230 of 22 December 1999, the General Assembly took note of the report of the Secretary-General on the economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the Palestinian territory, including Jerusalem, occupied since 1967, and of the Arab population in the occupied Syrian Golan.[1] It reaffirmed the inalienable rights of the Palestinian people and the population of the occupied Syrian Golan over their natural resources, including land and water; and called upon Israel, the occupying Power, not to exploit, to cause loss or depletion of or to endanger the natural resources in the occupied Palestinian territory, including Jerusalem, and in the occupied Syrian Golan. In the resolution the Assembly recognized the right of the Palestinian people to claim restitution as a result of any exploitation, loss or depletion of, or danger to, their natural resources, and expressed the hope that the issue would be dealt with in the framework of the final status negotiations between the Palestinian and Israeli sides. It also requested the Secretary-General to submit a report to the Assembly at its fifty-fifth session. The present report responds to the two above-mentioned resolutions.

II. Economic and social repercussions of the Israeli occupation

A. Occupied Palestinian territory, including Jerusalem

3. The delays in the implementation of the agreements reached between Israel and the Palestinian Liberation Organization (PLO), the fact that those agreements are not usually fully implemented and Israeli practices, particularly with regard to settlement expansion and to the closure of passage routes from areas controlled by the Palestine Authority to Israel, continue to aggravate the living conditions of the Palestinian people.

4. On 23 October 1998, Israel and the PLO agreed in the Wye River Memorandum to a revised timetable for the phased implementation of the first and second further redeployments of Israeli military forces as outlined in the Israeli-Palestinian Interim Agreement

on the West Bank and Gaza (Oslo II). The Sharm el-Sheikh Memorandum on implementation of the timetable of outstanding commitments of agreements signed and the resumption of permanent status negotiations was signed on 4 September 1999. The new format splits into three parts Israeli redeployments that were to have occurred, according to Wye in two phases, and according to Oslo II, in one phase. From 10 to 13 September 1999, 7 per cent of the West Bank was transferred from Area C status, where Israel retains exclusive security control to Area B status, where Israel retains overriding security responsibility. On 20 January 2000, an additional 3 per cent was transferred from Area C to Area B status, with an additional 2 per cent moving from Area B to Area A status, where Palestinians have complete authority for civilian security. The third redeployment phase was scheduled for 20 January 2000, but postponed. On 19 March 2000, the Israeli cabinet approved the third and last stage of Israeli redeployment undertaken during the interim period set forth in the Oslo II accords. The transfer of 5.1 per cent from Area B status and 1 per cent from Area C status to full Palestinian control was implemented on 21 March 2000.[2] Wye makes no mention of a date or the territorial extent of the third redeployment called for in Oslo II that was to have been implemented in October 1997, nor does the Sharm el-Sheikh agreement.[3]

5. The bulk of the transfers from Area C outlined in the Sharm el-Sheikh Memorandum — all but 100-200 square kilometres of a scheduled 600 square kilometres — is located in the Nablus-Jenin region and south of Hebron. Although neither area is heavily populated by settlers, they comprise part of the heartland of the occupied Palestinian territory. The territory to be surrendered to Palestinian civil control in the Nablus region is much less problematic from the settlers' perspective than comparable transfers around Ramallah would have been. With few exceptions, settlements in affected areas will be connected by bypass roads, either existing or planned, to main transport routes to Israel. Twelve new bypass roads, costing $70 million, are in various stages of planning and construction. In addition, new Israeli military bases are being established throughout the West Bank, according to the Israeli newspaper *Yediot Aharanot*, "particularly next to isolated settlements. The intention is not to leave isolated settlements in the heart of Palestinian areas without an army base nearby. The camps to be established, therefore, will separate the territory under Palestinian control from the settlements."

6. Civilian Israeli settlements have been built at some 200 sites seized by civilian and military bodies representing the Government of Israel as well as by Israeli civilians empowered by Israel to undertake such activity. The land under exclusive Israeli control amounts to 60 per cent of the West Bank (Area C) and 20 per cent of Gaza. In addition, 30 per cent of the area of East Jerusalem is under effective Israeli ownership. Israel has established approximately 170 settlements in the West Bank with a civilian population of approximately 190,000. There are approximately 200,000 Israeli residents in East Jerusalem and 7,000 settlers live in 16 settlements in Gaza. In the Golan Heights, 17,000 settlers reside in 33 settlements. By the end of 2000, more than 400,000 Israelis will be living in over 200 communities established since 1967 in the West Bank, East Jerusalem, the Gaza Strip and the Golan Heights.[4]

7. The geographic distribution of settlements on the occupied Palestinian territories severely restricts the growth of Palestinian communities. According to an Amnesty International report, the Oslo Accords have created 227 separate areas under Palestinian control. Of these areas 190 measure less than 2 square kilometres. While only 40,000 Palestinians live within Area C, under exclusive Israeli military and civil control, all Palestinians live within 6 or less kilometres of it. The Amnesty International report states that since Oslo, all the 200 applications for building permits in Area C have been rejected.[5]

8. Regarding the future of Israel's settlement population of 200,000 in the West Bank (193,000) and Gaza (7,000), according to *Ha'aretz* the new Israeli Prime Minister noted that the settlements of "Alfe Menache, the Etzion Bloc, Ariel, Nirit, the Corridor, the Jordan Valley settlements, and many more places are part of the State of Israel, now and in the permanent agreement."[6] As to territorial settlement with the Palestinians, the principles underlying such a settlement are broad: "united Jerusalem under Israeli sovereignty; no return to the 1967 borders; no foreign army west of the Jordan River; most of the Judea and Samaria settlers — not even most of the settlements — to remain under our sovereignty in the permanent arrangement; a defence and settlement presence in the Jordan Rift Valley."[7] "As for the borders, it would naturally make no sense to draw them prematurely. The

borders will be determined in the permanent-status talks."[8]

9. In an on-site survey of settlement expansion carried out by Peace Now in May 1999, 6,500 housing units were under construction in the West Bank and Gaza Strip, a 14 per cent increase compared to May 1998.[9] According to *Ma'ariv*, the Ministry of Housing approved a plan for the construction of 1,800 dwelling units in the West Bank adjacent to the East Jerusalem settlement suburb of Neve Ya'acov. The new construction will form a territorial link between the settlements of East Jerusalem and the West Bank settlement of Adam. *Ma'ariv* also reported that the area will be annexed to Jerusalem upon the completion of construction.[10] Other construction in the area includes 450 units in Tel Zion (out of 1,000 approved) and 300 in Adam.

10. Settlements continued to expand during the first months of the new Government. The Ministry of Housing issued tenders for the construction of 3,196 new units in the West Bank and Gaza Strip settlements, excluding East Jerusalem, during the first six months of Mr. Barak's government, a rate higher than annual averages.[11] In December 1999, Mr. Barak announced a temporary halt in the issuance of new tenders for settlement housing construction. This prohibition does not, however, extend to scores of smaller settlements.

11. According to Peace Now, between 15 October and 13 December 1999, the Israeli Government approved building plans for 2,757 new dwellings in six West Bank settlements, the "deposit" of plans for an additional 2,139 units, and the placement of 85 mobile homes in settlements.[12] At the end of February 2000, there were more than 7,120 units in various stages of construction, enough to increase the settler population in the West Bank and Gaza Strip by 30,000. Thousands of others have already been approved and await only a decision by contractors to begin construction. There are no restrictions on settlement expansion in East Jerusalem, where construction at Jebel Abu Ghneim and at Ras al Amud, among other locations, proceeds apace.[13] The five-year plan of the Ministry of Housing calls for the construction of 12,000 new dwelling units in West Bank settlements, including 3,000 in Ma'ale Adumim, 2,000 in Kiryat Sefer, and 1,500 in Ariel.[14]

12. The relative attractive value available in settlements is the product of a number of factors: the classification of settlements as Development Area A, which entitles them to the highest level of public subsidy, including 50 per cent of the land costs; the low profit margins accepted by Amana, the construction arm of the settlement movement Gush Emunim, and by settlement-based contractors; and less stringent building codes than apply in Israel. Construction costs of $500 to $600 per square metre result in selling costs of only $700 per square metre, far less expensive than similar charges in central Israel. Despite early indications that he might do so, Prime Minister Barak has not changed the preferential access of many settlements and settlement-based industrial enterprises to state benefits and subsidies.[15]

13. The confiscation of lands declared by Israel as "state land" as a prelude to their transfer to Israeli control has a critical impact upon the Palestinian community. During 1999, Israel took formal possession of 40,178 dunams of Palestinian land, of which 19,691 dunams were used for settlement expansion and the establishment of new settlements, and 16,657 dunams were used to build new bypass roads. Projects to build nine additional roads which will require about 10,875 dunams were approved. Six new bypass roads are to be built covering 5,782 dunams. An additional 7,550 dunams were levelled; 15,180 trees, mostly olive, almond and fig trees, were uprooted or burnt.[16]

14. Settlement expansion exacts immediate costs to nearby Palestinian communities. Israeli settlers residing in Efrat, a city that has been built in part on lands belonging to Al Khader, are making rapid progress in paving a road that will connect Efrat with Herndon to the east. The road will use the sole land reserves of several Arab villages, as well as Bethlehem's land reserves. However, the villages are forbidden to construct a hothouse or sheep-shed or even to plant a tree beyond the boundaries of the Area B land allotted to them.[17] The joint Israeli-Palestinian Civilian Affairs Committee met on 27 May 1999 to hear complaints of Palestinians from the Jordan Valley village of Nu'ema who charged that settlers from nearby Na'ami had placed mobile homes and a water tower on their agricultural land. Israel maintains that the disputed land is "state land."[18]

15. The Palestinian Centre for Human Rights reported on 25 August 1999 that settlers from Netzarim in the Gaza Strip established a 450 metre-long water pipe from their settlement to a piece of land (estimated at 500 dunams) located to the south of the settlement, thereby paving the way to expand the borders of

Netzarim to the south. The move was the latest in a series of expansions to Netzarim since the signing of the Oslo Accords. The military post situated on the western side of Netzarim has also been expanded. Construction activities include the construction of a synagogue and 35 additional houses. The future port of Gaza, where construction is scheduled to begin in March 2000, will be built on the beachfront south of Gaza City, three kilometres from the settlement.[19]

16. LAW (Palestinian Society for the Protection of Human Rights and the Environment) reported that during 1999, Israel demolished 93 homes, barracks and water reservoirs in various Palestinian areas, including 53 houses and barracks, 7 agricultural nurseries, 8 stores, 10 reservoirs and water wells, and 6 walls. These properties were distributed as follows: 33 in Jerusalem, 17 in Bethlehem, 15 in Nablus, 10 in Hebron, 7 in Ramallah, 7 in Khan Yunis, 3 in Jenin and 1 in Kalkilya.[20]

17. According to LAW's documentation, during 1999, 460 Palestinians received notifications that their houses or barracks or other facilities would be demolished. Most of these properties are located in Jerusalem and Hebron. Two of the buildings threatened for demolition are used as mosques, one of them is located in Ras al-Amud in Jerusalem and the other in the village of al-Walajeh in Bethlehem. Three schools in Ramallah, Jenin and Hebron are also threatened with demolition.[21] Israeli forces also on occasion prevent residents from cultivating the land adjacent to their houses. Many people were detained because of their attempts to cultivate their own land. Moreover, water supplies to their neighbourhood were cut off.[22]

18. On 5 May 1999, 16 military orders were issued, declaring that any person entering lands in 69 villages in the West Bank would be prosecuted under Israeli military laws.[23] In November 1999, Israeli authorities notified citizens from Jaloud and Qaryout villages in the Nablus area of their intention to confiscate their lands in order to expand the Rahalim settlement. According to the Legal Centre for Lands Defence, the area of land in that region, which Israel claims as state land, is estimated at 2,306 dunams.[24]

19. Bypass roads are built with a safety buffer of 50 to 100 metres on either side, where all Palestinian residential and commercial construction is prohibited. "Existing Palestinian houses located in areas close to planned bypass roads," noted a recent study by a Palestinian researcher, "are being systematically demolished. The bypass roads are estimated to reach 425 km. With the safety buffer zone they enjoy, the construction of these bypass roads requires the confiscation and destruction of approximately 109,000 dunams of Palestinian land, most of which is agricultural, depriving owners of their main source of income."[25]

20. Even though Israel continues to retain security control of Area B and the access roads to settlements in close proximity to areas under Palestinian control, the security of these settlements remains impaired. A few settlements such as Sanur west of Jenin, which is already almost empty, are not likely to survive as civilian settlements. In this regard, a former head of Israeli military intelligence noted that protecting access roads to these settlements will be a constant source for provocations and conflict and the example of Netzarim in the Gaza Strip is most frequently recalled in this context. All travel from this isolated settlement proceeds under IDF escort. Yet the population of this isolated outpost has grown from 60 people to more than 400 in recent years.[26]

21. During 1999, seven Palestinians were killed by the Israeli occupying forces, one by the Israeli police, two by settlers and three workers died after being crushed by cars. Two people died in Israeli prisons, two others were killed as a result of the eruption of land mines and another two died from injuries suffered during the intifada.[27]

22. The list of isolated settlements appearing in the February 2000 IDF planning map contains few surprises to anyone familiar with the principles guiding Israel's successive redeployments. Kfar Tapuach, which now sits astride one of the most vital transportation junctions in the West Bank, may be marginalized when a new road linking Ariel with the settlement of Rachelim, south of Tapuach, is completed. Inclusion of the Allon Road settlements of Rimonim and Kochav Ha Shahar is said to suggest an Israeli willingness to establish a secure Palestinian corridor between the Ramallah region and Jericho. The Allon Plan, devised within weeks of the 1967 war, outlined such a corridor along the Ramallah-Jericho road. Today, IDF planners appear ready to consider a 5-6 kilometre-wide corridor running across the Allon Road where the settlements of Rimonim and Kochav Ha Shahar are now located. There are, however, ways

of establishing such a corridor without impacting either of these two settlements.[28]

23. Both Prime Minister Barak and Deputy Minister of Defence Ephraim Sneh denied that the settlements on the list are marked for evacuation, but settlement leaders, who convened an emergency meeting to discuss the issue, assume that is just what is on offer. "Whoever splits the country also splits the people of Israel," declared one settlement leader, "and this is what seems to be happening now by those examining planning options."[29] Peace Now was less circumspect, noting that "the published list proves that the government of Israel recognizes the principal of evacuating settlements in return for peace."[30]

24. In East Jerusalem, Israel has expropriated more than 5,845 acres of mostly Palestinian-owned land — one third of East Jerusalem — for the construction of 10 major Israeli settlement neighbourhoods. These areas, with a population approaching 200,000, ring almost the entire northern, eastern and southern perimeter of the city.[31] *Ha'aretz* reported on 2 March 1999 that of 201 demolition orders issued by the Ministry of Interior in 1998 for Palestinian properties in East Jerusalem, only 9 were implemented. The municipality destroyed 13 additional homes. Palestinians requested 320 building permits, of which 254 were granted.[32]

25. The Jerusalem municipality estimates that it will cost $180 million to bring infrastructure in the Palestinian areas of East Jerusalem to the prevailing standard in West Jerusalem. The 1999 municipal budget allocated $100,000 for the planning of settlement areas in East Jerusalem, a 25 per cent increase over the 1998 development budget. At least $20 million was to be spent on improving major new roads in East Jerusalem, facilitating movement between the city, the coastal region, and Greater Jerusalem settlements.[33]

26. The number of Palestinians holding Jerusalem identity documents issued by Israel is generally believed to number almost 200,000, which would put the Palestinian percentage in the entire city — West and East — at 30 per cent. The census, however, along with other investigations undertaken by Palestinian officials at Orient House, suggests that the number of Palestinians actually residing in the city is half that number, or approximately 100,000. In addition, there are 30,000 Palestinians without Jerusalem documents who currently reside in the city, as well as 20,000 who live in the West Bank villages, such as Anata, that are considered to be within Jerusalem's municipal borders. Palestinians with Jerusalem documents who live outside Palestine number 50,000.[34]

27. According to figures compiled in the *Statistical Yearbook of Jerusalem*, Israel's share of the population in East Jerusalem was much smaller than the Palestinian share in 1972, but it increased steadily until 1986, when the two groups were almost equal. Since 1986, however, there has been a small, fluctuating Palestinian majority in East Jerusalem, based upon the number of Palestinians entitled by Israel to residency in East Jerusalem.[35]

28. According to a study by the Badil Resource Centre for Palestinian Refugee Rights, 8 per cent of Jerusalem residents are forced to leave Jerusalem and reside in the West Bank every year owing to Israeli discriminatory measures in the city. The number of Jerusalemites and their descendants forced to leave their city since 1948 is 480,000, the study reported. In addition, prior to the 1948 war, Palestinians owned 80 per cent of lands in Jerusalem. Today, only 6,000 dunams, or 7.3 per cent of the East Jerusalem is Palestinian-owned. That number decreases to 4.3 per cent if the entire Jerusalem area is taken into account (al-Quds).[36]

29. The revocation of residency rights of Palestinians in Jerusalem continues to be a problem. By the beginning of November, five months after the formation of Mr. Barak's government, complaints continued to arrive in the offices of civil rights organizations in Jerusalem. More than 100 Palestinians complained that they had received notices from the Interior Ministry in East Jerusalem informing them that they had lost their residency rights.[37]

30. Many of the requests of those who had appealed in the past to register births and marriages went unfulfilled, while the requests of those who asked to have their confiscated identity cards returned were ignored.[38] Many Arabs living in East Jerusalem do not have identity cards for numerous reasons. According to different estimates, the situation applies to thousands of Arab families whose registration in the city has not been set in order. For example, there are couples of whom one person is not a resident of Jerusalem; their children, therefore, are also not registered as permanent residents of Israel. These children are not eligible to

study in Jerusalem schools or to receive medical care. Another typical case involves a man who does not have an Israeli identity card and who therefore cannot legally live with his wife and children.[39]

31. According to LAW, during 1999, three Palestinians were killed in the city and the residency rights of 393 Palestinians were revoked, increasing the number of Palestinians whose residency rights had been revoked to 3,309 since 1987. Israel demolished 33 constructions during 1999 in addition to tens of demolition warnings received by Palestinians in the city.[40]

32. Construction in East Jerusalem faces many hurdles. Planning measures ban construction of more than three storeys tall in Palestinian neighbourhoods and an extremely difficult and slow process is required for obtaining building permits.[41] On the other hand, land for new construction in 1999 was offered principally in the East Jerusalem settlement communities of Har Homa and Pisgat Ze'ev.[42]

33. An Israeli inter-ministerial committee on Jerusalem recommended that in order to maintain a 70/30 per cent Jewish majority in Jerusalem, Israel needs to build 116,000 new dwelling units in the city for Jews by 2020, an annual rate of 5,500, far higher than is currently the case.[43] In May 1999, settlement construction of 130 units in the East Jerusalem neighbourhood of Ras al-Amud commenced on a 3.5-acre site.

34. The Ministry of Housing approved, according to *Ma'ariv*, a plan for the construction of 1,800 dwelling units in the West Bank adjacent to the East Jerusalem settlement suburb of Neve Ya'acov. The new construction will form a territorial link between the settlements of East Jerusalem and the West Bank settlement of Adam. The newspaper reported that the area will be annexed to Jerusalem upon the completion of construction.[44] Other construction in the area includes 450 units in Tel Zion (out of 1,000 approved) and 300 in Adam.

35. The continuing Israeli occupation is severely affecting and undermining the supply of drinking water to Palestinians. Rainfall in the West Bank amounted to some 220 millimetres (the average at eight measuring stations), while the normal average rainfall is 537 millimetres. While this decline has significantly disrupted the supply and pressure of water resources in villages linked to a running water system, the shortage has most detrimentally affected those villages that are unconnected to a supply network. The West Bank has some 180 unconnected villages, in which close to 300,000 persons live, comprising approximately 20 per cent of the West Bank's Palestinian population. Another group suffering from the drought is the Bedouins living in the West Bank, who number about 20,000 persons.[45]

36. For Palestinians in unconnected villages and for Bedouins, rainfall is the primary source of water for their household needs. In most houses in the occupied Palestinian territory, and particularly in unconnected villages, the residents maintain containers on their roofs and in their yards for the collection of water. Water collected in this way during the winter meets part of their summer needs. These families rely, primarily in the summer, on nearby springs, from which water is collected in canisters and other vessels. The West Bank has more than 500 springs, some of which flow only during the winter. Of those that are active also in the summer, a few are used by Palestinians to meet their household needs. The drought during 1999 clearly reduced the amount of water flowing in these springs and in some instances, even dried them up completely.[46]

37. The overall current water consumption in the West Bank varies between 110 and 115 million cubic meters (mcm) annually and in Gaza it is about 100 mcm a year. These figures have hardly changed since the Israeli occupation in 1967, despite growing water needs due to the nearly 3 per cent population growth, as well as the needs of socio-economic development.[47]

38. Israel has control over the majority of available water in the occupied Palestinian territory. For domestic consumption, the occupied Palestinian territory uses 53 mcm of water, settlements 13 mcm and Israel 520 mcm. For agricultural purposes, while the occupied territory uses 152 mcm of water, Israel uses 1,200 mcm. The settlements use more water than Israel itself. Israel currently consumes 80 per cent of the water in the West Bank.[48] There has been a severe lack of progress in the implementation of the Oslo Agreement, specifically article 40, in which Israel committed to give the Palestinians 28.6 mcm of water immediately after its signature. Until now, they have only given 10 mcm.[49]

39. Israel controls water distribution through control of permits for drinking water networks and for drilling

wells. Israel takes the liberty of tapping into mountain aquifers in times of water shortages while the Palestinians are prohibited to do so, even for agricultural purposes. Another problem Palestinians face is Israel's demolition of water-harvesting storage pools. According to the *Palestine Report*, "For example, in the Hebron areas of Aroub and near the Israeli settlement Kiryat Arba, some farmers tried to build storage tanks to collect rainwater, but the Israeli authorities destroyed them."[50]

40. Palestinians are faced with the growing problem of pollution from water waste coming from Israeli settlements. These settlements dump their wastewater, especially industrial waste, into Palestinian lands. This not only pollutes agricultural lands but also groundwater.[51]

41. Contamination of water resources by residential and commercial development can have a deleterious effect on public health. *Ma'ariv* reported that Palestinian children near prosperous settlements fall ill because they lack water and suffer from poor hygiene.[52] A study by Bethlehem University reported that the water sources of many Palestinian villages are contaminated to a degree that endangers the lives and health of their residents.[53]

42. Tests carried out on the mountain aquifer near Herndon and Beit Fager showed that 60 per cent of the samples contained unsafe levels of bacteria, caused by sewage contamination. In addition, many of the samples also contained nitrates and other organic and industrial impurities known to be hazardous to human health.[54] Water from some 70 springs was found to be unfit for human consumption, but due to the absence of any viable alternative the population continued to use the water for both domestic and agricultural purposes.[55]

43. Israeli's control of the occupied Palestinian territory has had negative repercussions on the environment. There are approximately 260 Israeli-owned industrial concerns in the West Bank. These factories are either located in Israeli-operated industrial zones or inside settlements. Information about these industrial activities is scarce. Some products are identified, but detailed information on quantities produced, labour and waste generated is not available. The major industries within these industrial zones include: aluminium, leather tanning, textile dyeing, batteries, fiberglass, plastics, and other chemical industries.

44. Environmental regulations on soil, air, and water quality, and restrictions on industrial development have generally been far less comprehensive and much less assiduously enforced in the occupied Palestinian territory as compared with Israel itself. Combined with State-subsidized incentives for Israeli concerns to locate to industrial parks in and near settlements, the relative laxity of environmental enforcement and monitoring has, until recently, led to the relocation of polluting Israeli industries into the occupied territories.[56] Another major problem is foreseen by the construction of large quarries near Avnei Hefetz and south of Ofra.[57]

45. Reliable data about waste water generated in the settlements is difficult to obtain. Approximately 4.3 million cubic metres of waste water is generated annually from settlements in the West Bank. A large amount is dumped, untreated, on Palestinian land, creating a health hazard for many communities.[58] On 14 November 1999, Israeli forces prevented Palestinian citizens from erecting a sand barrier in order to stop the flow of waste water from untreated sewage coming from the Kfar Darom settlement in southern Gaza.[59] Thus, the flow of waste water from settlements increases mosquitoes and other insects and contagious diseases, particularly skin disease among children. The amount of waste water spilled into the valley is quite substantial, leading to flooding and overflowing into people's houses, as well as the submersion of thousands of dunams nearby.[60]

46. Palestinian health officials estimate that during the past four years, 66,000 people have been hospitalized with water-pollution-related illnesses, and another 290,000 sought outpatient care. There is no breakdown for cases caused by pollution originating in settlements and that originating in Palestinian areas.[61] Solid wastes from Israeli industrial zones are routinely dumped in Palestinian areas. Wadi Beit Hanoun, for example, is the receptacle for wastes from the nearby Erez industrial zone.[62]

47. A report by Palestinian Ministry of Environment states that, since 1987, Israel dumped solid waste in the Azzoun area near Qalqilia, leading to a marked increase in dangerous diseases such as cancer among the Palestinians in the area. The report reviewed the many attempts to smuggle Israeli solid waste into the Palestinian land. The report also warned against the Israeli attempts to relocate factories causing environmental hazards from within Israel into West

Bank settlements and pointed out that 40 out of the 160 factories in the settlements pose real environmental hazards.[63]

48. Palestinians have traditionally made up the bulk of the work force engaged in the construction and daily maintenance of settlements throughout the occupied territories. Palestinians working in Israeli settlements number between 10,000 and 12,000 in more than 100 Israeli enterprises, including 3,500 in the Erez industrial zone and settlements in Gaza, and 8,500 in industrial parks and settlements in the West Bank, not including those working in the settlement communities of East Jerusalem. The number of such workers has risen by about 50 per cent since the imposition of the closure in 1993, paralleling an increase in Israeli-owned factories in the occupied Palestinian territory.[64] There are another 35,000 Palestinians with permits and another 40,000 Palestinians without permits working in Israel.[65]

49. The macro-economic impact of Israeli occupation of the Palestinian territory is to inhibit investment and growth due to the continued ambiguity of the legal and political situation. There is no basic investment code, nor a settled legal code in the areas controlled by the Palestinian Authority. Moreover, there is no final status agreement with Israel. In fact, "the complex overlay of laws and Israeli military orders in force during the occupation remains in place. This is further aggravated by Israeli-imposed restrictions on the movement of goods, factors of production and people between Israel and the West Bank and Gaza, and between the West Bank and Jerusalem".[66]

50. According to the Wye Memorandum, agreements about the southern "safe passage" route should have concluded within a week of entry into force of the Memorandum, and operation of this route should have begun as soon as possible thereafter. The southern route was opened on 25 October 1999. Passage of Palestinians is, however, effectively restricted by Israeli security protocols.[67] There has been no agreement regarding the opening of the northern passage. The opening of the port of Gaza has been similarly delayed due to security demands by Israel, although work on the three-year project is expected to commence this year. On the other hand, the International Airport in Gaza, under joint Israeli and Palestinian Authority supervision, opened to limited traffic in late 1998. Continuing restrictions on the Palestinian Authority's operation of the facility have contributed to its failure, until now, to make a recognizable contribution to the Palestinian economy.

51. According to LAW, during 1999, the Israeli occupying forces closed all the occupied Palestinian territory including the areas controlled by the Palestinian Authority for 11 days, far fewer than in previous years.[68] However, despite the few days of total closure in 1999, the Palestinian economic situation remains precarious due to limited economic activity. In particular, investment and exports have been stagnant — the two most critical variables for sustainable private sector-led employment growth. Also worrisome was the downward trend in public investment, the result of reduced levels of donor disbursements in 1999.[69]

52. In nominal terms, Palestinian registered exports to Israel amounted to US$ 222.6 million, while registered imports from Israel were $843.5 million in first half of 1999. Palestinian direct registered imports from third countries increased to an estimated $87.4 million, a 43.4 per cent nominal increase in the last year. Higher transaction costs, border and mobility restrictions, limited access to foreign markets, as well as low levels of investment in productivity continue to hinder export development.[70] Political uncertainty about the shape of the permanent status and the still weak legal and institutional environment, particularly from the point of view of foreign capital, constitute continuing obstacles to investment in the occupied Palestinian territory.[71]

53. Beginning in March 2000, Israel imposed a number of restrictions on Palestinian economic transactions, including the suspension of the "convoy system", which allows vehicles from Gaza to pass through Israeli territory under military escort for the purpose of export and import. The Office of the United Nations Special Coordinator in Occupied Territories estimates show that the average number of trucks using the convoy system on a monthly basis in 1999 was 18.6 per cent lower than in 1990 (3,868 versus 4,756, respectively). This includes exports of agricultural products to Israel (and foreign markets via Israel) and imports of a range of commodities from Israel (and foreign products via the Israeli ports). Thus, there is a downward trend in use of the convoy system.[72]

54. Israel announced that from March 2000 it would admit only the passage of persons through the Erez border crossing between Gaza and Israel. Until now

Erez crossing has been used for the passage of vehicles as well. From March, all commercial transactions and passage of goods will be admitted only through the Karni border crossing, located in the east of Gaza. Palestinian vehicles are not allowed to pass through Karni crossing, but instead are forced to unload their product, which must be reloaded into Israeli vehicles after a lengthy security check. Consequently, transportation costs are significantly higher than under the convoy system and is estimated to increase by 100-110 per cent under the new restrictions. The Palestinian Authority will also be unable to tax shipments from Karni.[73] Thus, restrictions on the movement of goods has contributed to further decline in economic growth.

B. Occupied Syrian Golan

55. The Golan Heights, captured from Syria in June 1967, has an extensive, yet comparatively small settlement infrastructure. The 17,000 Israeli settlers, residing in 33 settlements, represent an increase of 18 per cent since 1994. By comparison, the settler population of the West Bank (excluding East Jerusalem) has almost doubled to 200,000 during the same period. This slower pace is in no small part due to the location and small number of Syrians remaining after 1967, clustered in four villages at the plateau's northern tip.[74] Israeli-controlled territory in the occupied Golan, excluding considerable military zones and settlement areas, encompass nature reserves of 24,908 hectares, cultivated areas comprising 8,100 hectares, grazing areas of 46,575 hectares, and 2,531 hectares of orchards.[75] In September 1999, a new settlement, Nimrod, was established. Fewer than 10 families live at the outpost, located 1.5 kilometres from Majdal Shams.[76]

56. In spite of possible evacuation of settlements as part of a peace agreement with Syria, settlement expansion in the Golan Heights is still going on. In April 2000, the Israeli Government authorized the establishment of a tourism project which entails the construction of a 400-room hotel, a commercial centre and a boardwalk at Kursi Junction on the eastern shore of Lake Kinneret, about 5 kilometres north of kibbutz Ein Gev. In addition, a small hotel of 28 rooms is planned near the Hamat Gader hot springs. In the town of Katzrin, the already existing industrial zone is to be expanded. With regard to agriculture in the Golan Heights, the Israeli authorities plan to allocate 1,157 dunams of land in seven settlements.[77] Moreover, 358 new homes will be built in 11 settlements. In the long run, there are plans for 2,500 homes in the four settlements of Had-Ness, Knaf, Gamala and Ramot. In Katzrin, hundreds of homes are under construction; in Ein Zivan, 40 dwellings are being built and in Neot Galan, 55 new dwellings were recently completed.[78]

57. Employment opportunities for the Arab population in the Syrian Golan Heights are extremely restricted, since the movement of the Arab population between the Golan and the Syrian Arab Republic remains problematic. The employment available to the Syrian population in the Golan is limited to unskilled and semi-skilled daily wage labour. In most instances, these workers have no access to social benefits or health insurance, and job security is extremely precarious, with no provision for unemployment compensation. Over and above these concerns, substantial wage differences prevail, to the detriment of the Syrian Arab population of the Golan.[79] Improvement of living conditions is further inhibited owing to measures that restrict the expansion of educational facilities, as well as limit access to education, either in the Syrian Arab Republic or in Israeli colleges.[80]

58. Only about 400 of the approximately 18,000 residents of villages in the northern Golan Heights — Masadah, Majdal Shams, Ein Kiniya and Rajar — agreed to accept Israeli citizenship. Every few months the holders of the Israeli identity cards organize a protest demanding to be permitted to renounce their citizenship — so far unsuccessfully. The boycott extends into almost every sphere of life, from family celebrations to funerals, which the holders of Israeli citizenship are not permitted to attend, and to an absolute ban on greeting them in the street, even by a nod of the head.[81]

59. On 15 February 2000, Syrians in the Golan protested Israel's annexation of the Golan Heights 18 years ago. About 1,000 participated in the demonstration and six were injured by tear gas and rubber-coated bullets fired by Israeli troops.[82]

Notes

[1] A/54/152-E/1999/92, annex.

[2] Foundation for Middle East Peace, *Report on Israeli Settlement in the Occupied Territories* (henceforth referred to as *Report*), March-April 2000, p. 1.

[3] *Report*, September-October 1999, p. 1.

[4] *Ha'aretz*, 2 February 2000; *Ha'aretz*, 28 February 2000; *Ha'aretz*, 21 February 2000.

[5] Amnesty International, *Israel and the Occupied Territories: The Demolition and Dispossession of Palestinian Homes*, December 1999.

[6] *Ha'aretz*, 2 February 1999.

[7] *Report*, July-August 1999, p. 4.

[8] Ibid., p. 1.

[9] *Report*, September-October 1999, p. 5.

[10] *Ma'ariv*, 27 June 1999.

[11] *Ha'aretz*, 23 January 2000.

[12] Peace Now press release, 26 December 1999.

[13] Peace Now press release, "Settlement Situation under the Barak Government", 23 February 2000.

[14] *Report*, September-October 1999, p. 6.

[15] *Report*, May-June 1998, p. 1; *Yediot Aharanot*, 10 December 1999.

[16] LAW (Palestinian Society for the Protection of Human Rights and the Environment), "A Summary of 1999 Annual Report on Human Rights Violations", 18 January 2000.

[17] *Ha'aretz*, 10 February 1999; *Report*, March-April 1999, p. 3.

[18] *Report*, September-October 1999, p. 6.

[19] *Report*, November-December 1999, p. 4.

[20] LAW, "Law Publishes a Summary of its 1999 Annual Report on Human Rights Violations", 18 January 2000.

[21] Ibid.

[22] LAW's Settlement Chronicle, "Escalation of Settlement Activity Since Wye", 2nd report, 18 April 1999.

[23] For details about the orders, see Land Defence Council, e-mail from Issa Samander, head of Land Defence General Committee, 20 January 2000.

[24] *Palestine Report*, published by Jerusalem Media and Communications Centre (JMCC), 17 November 1999.

[25] *Report*, January 1999, p. 11.

[26] Source: interview with Arale Tsur, Chairman of the Hof Aza [settler] Regional Council, 27 February 2000.

[27] Press conference by LAW, 18 January 2000, in Ramallah; LAW, "LAW Publishes a Summary of its 1999 Annual Report on Human Rights Violations", 18 January 2000.

[28] Ibid.

[29] Ibid.

[30] Ibid.

[31] *Report*, May-June 1999, p. 7.

[32] Ibid., p. 4.

[33] Ibid., p. 5.

[34] Ibid., p. 7.

[35] Ibid., p. 8; *Statistical Yearbook of Jerusalem*, 1997: table III/13; 1996: table III/14; 1992: table III/12; 1991: table III/1; and 1982: table III/10.

[36] *Palestine Report*, 25 August 1999.

[37] *Ha'aretz Daily Newspaper* — English Internet edition, 15 January 2000.

[38] Ibid.

[39] *Ha'aretz Daily Newspaper* — English Internet edition, 15 January 2000.

[40] LAW, "LAW's Director Meets with Finnish Minister of Justice", 20 January 2000.

[41] *Report*, May-June 1999, p. 10.

[42] *Ha'aretz*, 11 April 1999.

[43] *Ha'aretz*, 19 April 1999.

[44] *Ma'ariv*, 27 June 1999.

[45] From Betzelem, Water Shortage in the West Bank, Update: Summer 1999, 28 July 1999.

[46] Ibid.

[47] *Palestine Report*, 28 July 1999.

[48] Ibid.

[49] Ibid.

[50] Ibid.

[51] Ibid.

[52] *Middle East Mirror*, 19 October 1999.

[53] *Ha'aretz*, 16 June 1999.

[54] Ibid.

[55] Ibid.

[56] *Report*, November-December 1999, p. 4.

[57] Arutz Sheva News Service, 10 September 1999.

[58] "The Environmental Impact of Jewish Settlements in the West Bank", Violent Qumsieh, *Palestine-Israel Review*, vol. V, No. 1, 1998, p. 3.

[59] *Al-Hayat al-Jadida*, 15 November 1999; *Palestine Report*, 17 November 1999.

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[61] Ibid.

[62] *Palestine Report*, 8 December 1999.

[63] Palestine Ministry of Information, 30 October 1999.

[64] *Report*, September-October 1999, p. 3.

[65] *Ha'aretz*, 10 February 2000.

[66] Palestine Economic Policy Research Institute (MAS), *MAS Economic Monitor*, No. 1 (1997), pp. 2-3.

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[70] Ibid.

[71] Ibid.

[72] Ibid.

[73] *Palestinian Report*, 16 February 2000.

[74] *Report*, November-December 1999, p. 6.

[75] Golan Heights Information Server, *www.golan.org.il*.

[76] *Report*, January-February 2000, p. 6.

[77] *Ha'aretz*, 14 April 2000 (Internet edition).

[78] *Ha'aretz*, 14 April 2000 (Internet edition) and *Report*, November-December, 1999, p. 6.

[79] Report on Israeli Practices Against Human Rights of Syrian Citizens in the Occupied Syrian Golan, by the Ministry of Foreign Affairs, Syrian Arab Republic, June 1997 (mimeo) (in Arabic), pp. 12-20.

[80] Ibid.

[81] *Ha'aretz*, 1 August 1999.

[82] *Israel Wire*, 15 February 2000.